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ABSTRACT

The proceedings of this institute, focusing on the opportunities and implications of accountability in community college education, include the eight papers presented as well as the speeches of the four keynote speakers. Several themes and ideas about accountability recur in the papers including the basic questions of "accountability to whom?" and "accountability for what purpose?" Accountability at all levels--local, state and provincial, and national--were discussed, as well as "performance evaluation" of college personnel. The necessity of determining specific learning objectives was mentioned as a method of accountability to students and to the public as well as a method of faculty evaluation. Two speakers described the specific management practices used to improve accountability in their colleges, while two other papers concerned accountability in Canada and England. (LP)

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Proceedings Of

THE SECOND ANNUAL INTERNATIONAL SUMMER INSTITUTE

August 19 - 21, 1971

ACCOUNTABILITY

in the

Community College

PRESENTED BY

LAMBTON COLLEGE OF APPLIED ARTS AND TECHNOLOGY

AND

ST. CLAIR COUNTY COMMUNITY COLLEGE

In Cooperation with:

Association of Canadian Community Colleges
American Association of Community Colleges
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Lambton College (Program Director)

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INTRODUCTION

G. M. DELGROSSO

The first International Summer Institute on the Community College was held August 16 - 22, 1970 at Lambton College, Sarnia, Ontario, Canada and St. Clair County Community College, Port Huron, Michigan. It was a pilot project initiated by Lambton College and co-sponsored by St. Clair County Community College with the cooperation of the American Association of Junior Colleges, the Association of Canadian Community Colleges and Eastern Michigan University.

The conference was highly rated by those attending and it laid the groundwork for what has now become an annual international summer institute on the Community College.

Many of the participants that first year indicated that the program should continue to provide a format for dialogue on international community college education. In addition, they recommended that we adapt as a theme for the 2nd Annual Institute, "Accountability in the Community College". And so the planning committee arranged a day with Dr. Leon Lessinger, the Father of Accountability and Charles Blaschke, President of Education Turnkey, the leading spokesman for Contract Education was invited to address the group. In addition, outstanding authorities on the community college, Dr. S. V. Martorana, Vice-Chancellor for Community and Technical Colleges for the State of New York, and Dr. Joseph Cosand, President of the Junior College District of St. Louis, Missouri, now Deputy Commissioner for Higher Education in the U.S. Office of Education consented to participate as key-note speakers.

A change initiated in this years' program was to provide an opportunity for papers to be presented by participating delegates who represented the various components of the College community, students, administrators and faculty. There is no doubt that the delegates to the workshop were provided with an excellent opportunity to be exposed to a wide range of applied experience in the field of community college education and educational accountability. All general sessions were recorded and copies of formal presentations obtained in order to publish these institute proceedings. It was impossible to include a detailed account of the small discussion sessions but, I have included selected comments from each discussion group as a fitting and most realistic introduction to the proceedings of the 2nd Annual International Community College workshop:

"In all probability the idea of accountability with particular emphasis on objective and measuring the extent to which the objectives are achieved, is going to be implemented fully and probably one sacred tenet of education will change, that is, we will no longer treat

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learning as a variable and time as a constant but rather reverse it and treat time as a variable and learning as a constant."

"We came to the idea that reality is dollars and that we have to accept the fact that somebody is trying to, or will hold us accountable for these dollars, and it's time that the educators sat down and defined their terms before we find outsiders, such as legislators doing the job for us according to their point of view."

"Educators must go out and detect needs and define them. They must in turn translate those needs in terms of objectives for the students they serve. And, not only are they translators and transmitters but they have a great deal to contribute themselves in terms of techniques and strategies and educational experience. I think that merit pay, based on the total contribution to the institutional goals, is essential if teaching as a profession is to overcome mediocrity".

"I think that in past years the public had complete confidence in the teacher. They could say "what do you do"? and you could say, "I'm a college teacher", and they would just swoon. They don't say that anymore -- they say "what do you do", and a little fearfully you say, "I'm a college teacher", and they say, "prove it!"

"Well, one of the problems involved in this is that we've opened our doors to everyone. In many cases the "open door" has become a "revolving door". You take them in and run them out. The drop-out rate in some programs is as high as 70%. We talked as high as 35% this morning, I'd like you to document it. I have seen documentation of 70% and higher. The public is calling us to account and I think we should account for it. Why is the drop-out rate so high?"

"Institutions with vaguely defined objectives but who do not pursue their objectives, however well defined, will be called to account for the expenditure of funds".

"I think we have been over-zealous in our duplication of the philosophies, attitudes and criteria associated with our four year colleges and universities and I think that a necessary divorce must take place. A divorce not in terms of ceasing to cooperate, but certainly a divorce in rejection of many of the assumptions that tend to govern these four year colleges and universities because for the most part these models are non-productive for the Community College".

"I think that if legislators insist on meddling, as our legislators will, they should at least meddle in a well-informed manner and I think that it is up to the educators to keep them properly informed and I think that most state-wide systems haven't really developed necessary information banks which I think are essential tools for

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Delgrosso.....cont'd

justification of the open door college and the eventual opening of the necessary doors".

"Now just how useful advisory committees really are would be dependent upon really what use the colleges wish to make of them and I know from personal experience over a number of years, that if members of such committees can be made to feel a direct involvement in program planning they can add a most important third dimension in curriculum development, a valuable link between the community and the colleges, closing what might be referred to sometimes as the college credibility gap in the community, a major factor in curriculum accountability".

"The argument that I presented is that if the teacher and educator is to be playing a role in a society that he presumably wants to share in, he presumably wants to help improve, then he must be performing some role other than an assistant-instructor babysitting function at \$2.00 per hour and so he must become an expert in learning. He must become an expert not in teaching, but those factors which facilitate learning".

"To let the community college become all state supported and federally instituted disassociates the community interest. This is a bad move because it takes away the interest and it creates a kind of absentee ownership, absentee policy making, a distance between where the policies are made because of official controls and where the operations exist. So, I personally would resist a complete freeing of the locality. And when I say locality, that can be defined as a city, or it can be county or a combination of both".

"I would like to make one or two comments on accountability at the provincial or state level. One of the early things that I learned in my development was that red tape is another man's system. Think about that. When you get a series of documents from a state agency, look it through and give them the benefit of doubt. It could be that this was developed for a purpose to meet a need as they visualized it. Hopefully you will have an opportunity for some input. When that opportunity is given to you, and coming back to this point of accountability, don't let it sit on your desk. Do your best to give them a constructive positive response so that when that document comes back to you either a few weeks, or a couple of months later, you hopefully will find your suggestions incorporated into it."

"One of the purposes of the community college is to get students out of the main stream of formal education. To get them into the labour force; that is a legitimate proper function of the community college; to prepare people to go to work at the end of a years study or six months or a year and a half study."

"What about accountability for those things which we are not doing?"

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Delgrosso..cont'd

How can we do a better job of attacking this area? Not only to make education more effective and productive but the whole area of equalization of educational opportunity. What are the ranges of human resource development needs in society? What targets should be given priority? What forms of developmental opportunity can best serve these needs?"

A C K N O W L E D G E M E N T S

Special thanks go to Dr. Jim Nelson, Professor, Administration and Higher Education, Michigan State University; Dr. Gordon Mowat, Chairman Department of Educational Administration, University of Alberta; Dr. William G. Shannon, Associate Executive Director, AAJC; Jacques Fournier, Executive Director, ACCC; Dr. R. Cahow, Executive Secretary, Michigan Community College Association; Norm Sisco, Chairman, Council of Regents; Dr. Anthony Salatino, President, Associates International; Messrs. Herb Jackson, Don Craighead and Stan Norton, Department of Colleges and Universities of Ontario and to the staff of Lambton and St. Clair County Community College for their excellent support and cooperation, especially Mrs. Donna Stromer, my secretary and right-hand girl who helped greatly throughout the program and in preparing this manuscript for publication.

/ds

G. M. Delgrosso
Program Director

Ladies and gentlemen, I'd like to ask Mr. Basil Pollard, who is the Business Administrator and Comptroller for Vanier College, Montreal, to come and say a few words of greeting to us from Jacques Fournier - Jacques is unable to be with us this morning, there is an illness in his family - Jacques as you know is the Executive Director of the Association of Canadian Community Colleges, so Basil would you please come forward and give us the welcome from Jacques and the Canadian Association.

This is the message given to me by Jacques Fournier to be delivered to the International delegates here in Sarnia. He says - "Fellow delegates, my apologies for not being able to be with you on this memorable day to convey directly to you the best wishes of the Association of Canadian Community Colleges."

This next paragraph was written I believe before he knew his son was going to have to go in the hospital today.

"I am presently at Vermont College engaged in similar activities regarding international exchanges of students, faculty and staff between our two countries. It is the wish of the Canadian Association of Colleges that boundaries, frontiers, walls, be removed in order to facilitate educational opportunities, aspirations and exchanges among us.

My sincere admirations go to George Delgrosso for his dedication to the job of trying to bring together neighbours that for too long have been strangers. Hopefully this initiative of an International Workshop will become a habit. Sometimes to learn about yourself, you've got to learn about others. The international benefits should boomerang back to the participants and their colleges, their provinces or states and finally their own country.

My salutations go to Dr. Norris, President of St. Clair County Community College, Mr. Delgrosso's distinguished counterpart in Michigan, co-sponsor of the workshop.

May I also thank the reader of this note, Mr. Basil Pollard for accepting to participate in the workshop and to kindly relay this message to you all.

Have a good workshop." Yours sincerely,

Jacques Fournier
Executive Director
Association of Canadian
Community Colleges

A REVIEW OF ACTIVITIES OF THE A.A.J.C.
INTERNATIONAL OFFICE

DR. R. SCHULTZ

I bring greetings from the American Association of Junior Colleges on behalf of Dr. Shannon, the Acting Executive Director. He was here at the workshop last year and wanted to return. Unfortunately, the Board of Directors of the Association meets this week, which prevented his coming. I share the sentiments expressed by Mr. Pollard made in behalf of the Association of Canadian Community Colleges. On behalf of AAJC, I take this opportunity to express appreciation to Lambton College and St. Clair County Community College for co-sponsoring this workshop. It is my hope that these workshops will be continued in the future. These first two years of experience suggest that they should.

An international meeting ought to be opened with an international joke. I recall one that seems appropriate for this occasion. Those of you who have been to South America know that we're sometimes referred to by the not entirely complimentary term of 'gringos'. I was told this story in Colombia and it relates to the University of Valle in Cali, Colombia. Over the years many people from the United States have gone there to advise on all sorts of things. As the story goes two lions escaped from a zoo in Cali. They went their separate ways and after a period of time met again. One of them was very emaciated and obviously was having a very difficult time. The other one was fat and sleek and looked as if he had been living very well. The fat one said to the other one, "Tell me, what have you been doing since we escaped?" The emaciated lion replied, "I've had a terrible time. I went out into the forest and I haven't been able to find enough food; I have been eating bugs and grubs and just barely able to keep alive". He then said to the fat lion, "You look very well, what have you been doing?" He replied, "Oh life has been good to me. When I escaped I went out to the University of Valle. Every morning I hide behind the main gate where I catch a gringo and eat him." In our international efforts the number of advisors who come and go may become so numerous that local people can thoroughly enjoy this story.

To move on to serious matters, the AAJC International Office was established April 1 supported by a three-year grant from the W.K. Kellogg Foundation. Its establishment was the culmination of several years of activities during which increasing attention and interest has been shown in the international dimension of the community junior college. The Association's primary effort in this area previously was the International Assembly held in Honolulu, Hawaii in March of 1970. There were representatives from 15 Far East countries plus Canada and the United States at the Assembly. One outgrowth of the Assembly was an effort to secure support which would make possible more systematic attention to international matters. That led to the grant previously referred to and establishment of the International office.

Our primary purpose is to share with other countries, which are examining their educational structures and their manpower and human resources need--our experience with the two-year community college and its possible applicability for their situations. That is a broad and

SCHULTZ..cont'd

general charge. The question is frequently asked as to how it is being carried out. The best way to answer is by describing briefly my activities since April 1.

I have been establishing and re-establishing contacts with educational leaders and policy makers particularly in South America and Southeast Asia and to some extent in Africa, the Near East and Europe. In part this has been done by correspondence and in part by contacts with visiting dignitaries in Washington. I have also concentrated on establishing contacts with the various organizations and agencies which are involved in international educational development. This includes the Department of State--particularly AID, the World Bank, the Organization of American States (OAS), Pan American Health Organization, and with embassies. As a consequence of those contacts it has been possible to determine what developments are underway which encompass programs similar to our community colleges.

To illustrate, I will describe some of those developments. In Venezuela the decision was recently made to establish a number of two-year colleges, some to serve exclusively as transfer institutions and others offering only career occupation programs. They have a backlog of 70,000 high school graduates which has created a crisis situation. In Peru, major educational reform has occurred recently. They have authorized the establishment of new institutions of two and three year length, called "Higher Schools of Professional Education" -- an interesting combination of terms. Peru is moving into the implementation stage of its reform. Chile, five or six years ago, established regional two-year colleges that were subsequently transformed into universities. Now they realize that this was a mistake since those institutions are no longer serving the purpose for which they were created. Now educational officials in Chile want to establish new two-year colleges. A number of developments related to the junior college are occurring in Brazil with considerable variation from state to state. Colombia has established several two-year institutions, primarily of the technical institute type.

Barbados established a community college in the last two years, and Puerto Rico has several public and private two-year colleges. Authorization was given very recently in Viet Nam to establish the first two-year public junior college in that country. Ceylon established two junior colleges in recent years. There exists in Indonesia strong interest in this type of institution. Japan has a rather extensive system of private junior colleges but not much in the public sector. Touching on a couple of other locations, Greece is building a number of what they call "Higher Technical and Vocational Schools". These are two and three year institutions devoted entirely to career education which are being developed with a World Bank Loan. Yugoslavia in recent years has developed approximately 100 two-year institutions known as Visa Skolas. In the last two years Norway has established three district colleges and has two more in the planning stage. They are very similar to U. S. and Canadian community colleges.

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In summary, there are emerging around the world numerous post-secondary educational developments below the baccalaureate level. They differ in form but most have one common characteristic--they are oriented to manpower needs. The establishment of these institutions is an outgrowth of two types of assistance which have been provided by countries like Canada and the United States during the past decade. We have assisted these countries to develop and expand their elementary and secondary schools. As a consequence, the number of young people completing secondary school in many of them is increasing at a rapid rate. Concurrently, we have worked with many of these same countries in developing universities. Relative to that effort the question now is being asked, "What purpose does a university serve when a country cannot effectively utilize many of its graduates?" Officials in our Department of State are beginning to wonder if they may have erred in helping to put some of these universities into business. At the same time the countries have growing manpower needs to which these universities are not addressing themselves--especially the need for technical and skilled workers.

Those two pressures--the growing number of high school graduates and the growing need for skilled and technical workers--are bringing great pressure to bear on political and educational leaders of many developing countries. They are being forced, among other things, to examine new educational structures for meeting these demands. Among the options they are seriously exploring is the United States and Canadian community college concept. As a consequence, I think that we are going to see many more developments of community college type institutions in these countries during the years immediately ahead.

What does the American Association of Junior Colleges propose to do beyond sharing our experience? For one thing, we hope to be able to provide technical assistance through AID, the World Bank, the Organization of American States and other organizations which fund educational development projects. We can tap the resources of over 1,000 institutions for this technical assistance. We can develop both technical teams and put officials in touch with this expertise. I see this as the second stage of our program. We should move into that phase during the next year or two.

Canada occupies an important place in the planning of our international program. There is a good deal to be gained by the community colleges of both Canada and the United States in our working together. This cooperation is already well underway. Jacques Fournier, Executive Director of the Association of Canadian Community Colleges and I have explored developments and interest in the community college concept in the English-speaking Caribbean. We spent several days in Jamaica this summer for that purpose. That area has a strong identification with Canada because of their common heritage as members of the British Commonwealth.

SCHULTZ..cont'd

The other thing that we have done is to work out procedures and guidelines for a Canadian-U.S. community college exchange program. These procedures and guidelines are contained in a brochure which is just off the press. This program can involve students, faculty and administrative staff. Each exchange will be between two institutions--one Canadian, one U.S. The two institutions will work out the specifics in each case. This is a no cost--or very low cost--high return program. These brochures are being mailed next month to Canadian Community Colleges by Mr. Fournier, and I will mail them to AAJC member institutions in the United States.

The program provides for the direct exchange of students. This means that if two institutions exchange about an equal number of students they have a trade-off. The guidelines suggest procedures which will make possible exchanges which entail no more expense to the student than if he remained at his home institution. In terms of faculty, two of them could switch positions or, there may be a vacancy where, for a year, one institution could draw from the resources of the other institution. At the administrative level most of these exchanges may be of short duration. Conditions are very favorable for this program. We have no language problem, except in Quebec Province, and salaries of faculty and administrators are about the same in both countries. A concern I have is that because of the differences in the number of institutions in Canada and the U.S., there may be many more U.S. institutions wanting to engage in exchanges than there are Canadian matches.

The plan for establishing exchanges is quite simple. Mr. Fournier and I will have those institutions which express interest, complete an information form. With that information we will identify what seem to be logical matches. We will then get these two institutions in touch and say to them, in effect, "You take it from here" using the guidelines suggested in the brochure. This means that each pair of institutions will work out the details.

I will gladly answer questions that there might be about the program.

Q - Are any plans being developed for exchanges between North America and English-speaking institutions in Europe?

A - We have not pursued that matter as of now. When I am in Europe in November, this is one of the things that I am going to explore.

Q - What is your reaction to English-speaking junior colleges that are opening abroad?

A - Your question should be answered in a broader content, namely our involvement in study abroad, travel abroad, and foreign students coming here. My office is not ignoring those areas though they are not our primary concern. The fact that there exists a lot of expertise in the foreign student exchange area makes it unnecessary

SCHULTZ..cont'd

for us to get heavily involved. I am referring inquiries on foreign students to the National Association of Foreign Student Affairs (NAFSA). They possess a great deal of expertise which they are glad to share with any junior college which requests it. Likewise with the Institute of International Education (IIE). It would be wasteful for us to attempt to duplicate their work. Rather, I am working closely with those organizations and am referring junior colleges to them. Many junior college student personnel specialists who work with foreign students are not aware of the services of NAFSA and IIE. Yet, they very much need the services which those organizations have to offer.

Relative to the study and travel abroad, I should ask President James Davis of Northwestern Michigan College, who is in the audience to comment. He is an old pro in this area having had extensive experience in such programs as a Vice-President with IIE. In the short time that I have been in this assignment I have discovered that some community colleges in the United States are involved with overseas travel and study programs about which I have serious reservations. The American Association of Junior Colleges would be sued if we identified certain of these programs and institutions as not being educationally sound or not offering a fair return for their charges to students. Nevertheless I receive literature, and I am sure your institutions do also, which advertises study and travel abroad about which I am very skeptical. I took the trouble to check out one of these which operates a summer program in another country. The more I learn about it, the more apprehensive I become. My concern is that students are being cheated--both financially and educationally.

I am bringing together selected literature that provides good guidelines for evaluating study and travel abroad programs. (President Davis was involved in the preparation of some of those guidelines when he was with IIE). These will be put together in a publication and distributed to our junior colleges.

A C C O U N T A B I L I T Y

DR. LEON LESSINGER

"Accountability" is one of those topics for which one has to make some apologies in working with an audience of educators. I think that's less true now than formerly and I was pleased to learn that the Junior College group has a book on it. The concept is in the process of being studied and criticized and elaborated and there are many experts on it. Certainly the last thing I had in mind was to launch a movement, and I certainly don't take any credit or discredit for it. I was, so we get some perspective on this, Associate United States Commissioner for elementary and secondary education during the period 1968-70 when we did launch this as a part of federal guidelines for bilingual and dropout programs, which incidentally, are still in effect.

Since that time, several states, Florida, Colorado and Virginia for example are rapidly moving in that area and have passed state legislation, but all of this I hope to make clear as I go on - Accountability then is a phenomenon, a recent phenomenon, although its history is very old. And particularly those of you who are Canadians will not find this an unfamiliar concept. You have never abandoned inspection of your elementary and secondary schools in quite the way that the United States abandoned it and accountability has some of the flavor that's awfully old-fashioned. As a matter of fact, I think it was in Ontario, I could be wrong on the province, but in the late 1800's you had performance contracting and it failed for reasons that may very well mark the failure of the performance-contracting movement in the United States now - namely inadequate measures, cheating and what not. So, I want to put this in some perspective, first, by saying that accountability is not performance contracting and it's not just an analysis and it's not PPBS. It's an idea whose time has come in the 1970's, and, as I hope to establish, it's not a fad - and it didn't come from the education profession. It's not supported there too much, it's being gradually embraced mainly by outside force, but hopefully it will become part of us. I hope to show why it's something that could be professionally nourished, something which desperately needs our leadership, because it will move. One ought not to use theory X approach. Let me try to be theory Y all the way through here, if for no other reason than that I'm in here and the door is over there and you're in between.

John Crowl writing in the March 1st 1971 issue of the Chronicle of Higher Education, and I'm sure many of you read that, noted the problem under the headline "State Colleges Face Austerity". My remarks will primarily refer to the United States although I've had the pleasure of having been on several programs in Canada and I know from having talked with the Minister of Education for Alberta, that, if anything, the situation may be more difficult in Canada, more prone toward Accountability so, if anything the problem is

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probably more extreme here. But in any event, most of my examples will be from the United States. Under the headline "State Colleges Face Austerity", Crowl makes the following statement - "In most of the 48 state legislatures holding regular sessions this year, two trends affecting higher education appear to be taking shape. Funds for fiscal 1971/72 will be extremely tight and the legislatures intend to keep a close watch on how institutions spend the money that is appropriated. In response to a survey by the Chronicle of Higher Education about legislative prospects for the coming year, state wide boards of higher education frequently used the terms, and I am quoting "Austerity and more Accountability", end of quote.

I think the verdict is in - America's colleges and universities at least, face fiscal pressures from which there is no escape, save thorough wide-spread reform to achieve increased productivity. So the accountability movement is a reflection of a demand for increased productivity, and I would suggest, to begin with, that accountability in this sense, represents an effectiveness movement - not primarily an efficiency movement although there would be aspects of that as well.

The single best way I know to present accountability as an idea is to suggest that, whatever it is, it's best seen in terms of policy. It's a policy demand made upon an educational institution by Board or legislature. It might be a series of demands - demanding that we relate inputs or incomes or resources to outputs, outcomes. And here I think the first promise of accountability resides in that aspect. Outcomes are being phrased now as against the past and also I think this is new, in terms of learning - student learning. The focus of the accountability movement everywhere thus far, has been to focus on learning and not on the processes by which the learning is produced. Or put it another way - that the justification for the process is in terms of the learning. Now it's interesting, at least in the United States, that when we're asked about accountability or to be accountable (and I had this experience before sub-committees and appropriation committees of the United States Congress), that we cannot answer the question about our success in relating resources to learning. We simply do not know. It's not possible to do because our accrediting, our whole approach is one of quality control, of process, and not of outcome.

Thus in the United States we know a great deal as a performance-minded nation and a statistics-happy one. We collect statistics on everything and indeed we do on education. And so we know for example, in the United States Office of Education, the number of teachers there are, and how old they are, and how tall they are, and we know the number of books in the libraries, we know the amount of dollars needed to service the debt, we know the amount of space that's used - we even know how many language laboratories,

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and this is in all 17,894 school systems, mostly independent of each other. The only thing we don't know is what is achieved by all of that input. Notice that I didn't say, nor do I need to infer, that nothing is being achieved. We simply do not know, if the criterion is learning, we've just not been accountable in that sense. With the squeeze on productivity, we can no longer maintain that position. Nor can we be impressed with the fact that the American school system is the most expensive in the world, because that has to be weighed against the benefits in terms of learning. So accountability then, is a policy demand in the form of legislation or school board policy.

Let me read to you some of the kinds of policy that are being passed in the United States. I will give you one from the state of Oregon, again at the elementary level by the State Board. It goes something to this effect, that for any child who enters a school in Oregon in Grades 1 through 6, there shall be a diagnostic test made of his or her reading capability, that any performance gap resulting between where the youngster is and where he ought to be, that gap professionally determined, objectively determined. There shall then be a prescription written, a treatment shall be followed and the results of that treatment shall be filed for independent audit. The Board goes on to say that it wishes to eliminate failure in the primary grades in the basic skills. It's a very clear demand on the system. In my judgement we ought to as citizens, make severe demands on our system and then, with wisdom, come around and help the schools meet the demands that we ourselves place there. Accountability, at its best then, is a set of demands, clear signals upon us as to what we ought to do. Hopefully, demands that we ourselves set for ourselves. That I think is the whole basis of accountability. Let me read a couple of policy demands that I think may be of interest to you. Planning - comprehensive and compatible planning efforts among school systems, colleges and other agencies offering education services is limited, says this Board. So the information needed to plan is only partially available and much of it is not compatible or comparable. Some wag on this particular board that passed this policy said maybe the acid test of a plan that a College makes, or a school system, would be, would anybody care to steal it? And if they did, would they get anything of value? Well, having participated in planning, I'm not sure that my plans would have ever been useful to anybody. But here's a kind of policy commencing - "the superintendent or college president shall develop and implement a framework for continuous comprehensive and cooperative planning. Such planning shall assess and identify educational needs, develop and adopt program objectives and performance targets based on these needs, generate alternative programs that can achieve the objectives on a cost-effective basis, develop systematic approaches to evaluate the alternative program, review and comment on existing educational programs in light of the objectives in the evaluation".

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Another policy states, - "the planning effort shall involve appropriate groups on the following basis - educators to identify needs, inventory staff requests, establish information systems, public students and advisory groups, what the Board does", and so on. Maybe one more, performance-based salary negotiations. All of these policies, incidentally, are based on need; these Boards and legislatures are postulating the action on the basis of what they find to be a condition - the condition being the gap between what ought to be, they think, and what they think is. Here's a condition - salaries and related benefits presently are negotiated independently of consideration of system productivity. Salary recognition when linked closely to system needs, priorities and purposes, can stimulate impressive gains and productivity - that's a theory. If you line improved status in terms of salary to increased productivity you might get, as one sarcastic individual said - more bang for the buck. And so here is a policy - the administration is directed annually to recommend for Board adoption performance targets and high priority need areas for salary negotiation. Statements of the quid-pro-quo negotiated shall be published in the budget document along with an independent accomplishment audit of the progress made the previous year against the performance targets stipulated for that year. I hope that gives you a kind of a feeling for what is a clear signal. After all, I think we would all agree that accountability, while we might embrace it as something for somebody else, is at least a good idea.

We would all be uncomfortable, I would be certainly, unless I knew what I was being accountable for, and to whom. And I at least am going around doing what I can to indicate that accountability is a nasty thing unless you are very clear on what we are accountable for. And that's best expressed with clear policies and then hopefully with logistical and other management support, more of which I'll talk about in a moment. Now one might ask why would something like this be spreading at least in the United States so quickly? Why in less than 3 years at the most, would a notion like this, new or old, appear in almost every State? The convention of School Boards had it's theme on Accountability. I personally must have given at least 12 key-note speeches around the theme of accountability. Why is it education's in word? Why is the commission of the states, this is all 50 states and their legislatures and governors, chief state school officers - why did they adopt for their theme for the 1970's "accountability"? Why can you be given, as you were in your packet, a set of materials that didn't exist hardly three years ago? What is it about our time that would have a movement like this? The only other movement that I know of very similar to this but I think different basically, was the scientific management movement. If you want to read about how these movements can go sour, you ought to read

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the "Cult of Efficiency" by Callaghan. But that was an efficiency movement. Incidentally, you can read criticism about it, but it still spread and took over and is still very much entrenched. Again it's impetus was not from the education profession. Oh, in all credit to us, I think that many educators have been pushing for this for some time.

Let me give you one reason, one basic reason - there are many - for your interest in accountability and the interests of the people, I think, on both sides of the border. We are going through what Professor Farmer of Indiana calls the "Baumol Crunch". Baumol is a Professor William J. Baumol of Princeton University and he's an economist, a very good one. Those of you who may be interested in this might see the American Economic Review for June of 1967, an article that he wrote entitled "The Macro-Economics of Unbalanced Growth". What we have is an unbalanced growth phenomenon, ladies and gentlemen, in education. I like to think of it as an ecological phenomenon, if you bear with me. Education, at least in the United States since World War II, has had unfettered growth. Very much like the deer population that has no predators, it expanded to fill all space and at it's zenith, it began to talk about a school system that would start at age 2 and continue for everyone through Grade 14. I guess we would want to put everybody in school for ever. And it is experiencing unbalanced growth which Baumol analyzes. Now what Baumol says is as follows: and think about this. What he says in a series of very impressive papers in economics is something to this effect: that if a sub-system of a system expands at a rate that exceeds the rate of growth of the system it becomes a system. If for example you have a very small part of your budget, let's say a dollar item of a \$300. budget, it doesn't amount to anything. But let us say for some reason that the \$1. item expands at 10% per unit of time while your income expands at 5%. It's a matter of arithmetic before that item becomes your entire budget. Now what's that got to do with education? Alas, everything. If one goes back almost 100 years or more, and I don't know the figures for Canada, you'll find that educational increases have averaged about 6.8% per year. Remarkably stable. The gross national product which is a good indicator of total income expands at about 3.7% per year. Two bench marks to put in your minds. In 1947 the American people put about 6½ billion dollars into education at all levels - by 1968 close to 69, that was 68½ billion dollars - that's a 1000% increase in expenditures at a time when the gross national product increased by 400%.

We are fond in education of saying how little we use of the gross national product, we always compare ourselves to defence, to the

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consumption of liquor and tobacco. That's a little bit 'old hat', since the present expenditure for the American system is now 75 billion dollars, roughly the same amount as defence, perhaps it ought to be more. I ask the basic question which must be asked, and which explains the growth of accountability - what is the fair share for education? As against, what - as against other pressing needs for we cannot argue that one is better than another. Pollution, transportation, in fact the new pollution charges are taking off in that same Baumol phenomenon - unbalanced growth of a sub-system - welfare, all sorts of things, and defence. What is the balance, the trade-off? If one extends in the United States these growth curves, assuming that they continue the way they have, which they won't, then we will need the total income of the United States to support education in the year 2084. That's of course absurd. In Alberta, the Minister of Education, a couple of months ago, said that their Baumol year is 1994. At which some wag, no doubt an American, said that by golly that was great - we could go up to Alberta and see how you handled it, find out how to get by with this. I'm sure you're disturbed by this - I am. I'm sure that all kinds of defensiveness comes to your mind as it does to me. I'm sure you resent the fact that education would be considered a non-productive cost and you would argue that in itself contributes to the productivity which it does, but you've got a moving platform which is tending to be unstoppable.

You have other needs. I want my position to be clear. I'm not suggesting that we get too much money. I am saying, what is the fair share? We have got to answer that question - there are cities in America now where salary and related benefits are now 91% of the operating dollar. At the rate that that's expanding, you will not be able to afford pencils, let alone the technological advances that we have to have, if we're going to be increasingly productive. The national average in the United States is 85%. We are a very labor-intensive enterprise. In my judgement the call for reform in education is a call for increased productivity which in turn is a call for increased effectiveness.

The comparison between what we are supposed to do or want to do, and what we in fact accomplish is accountability. It's a convenient name for that whole set of faults. I don't see it as being de-human, I don't see it as being performance contracting or anything else, other than that it is a concern for productivity - accounting for one's performance, hopefully in terms of what objectives we should account for. So given the Baumol crunch, it is hardly surprising that sharp questioning now attends productivity in education. I would like to introduce you to something that I learned out of game theory. It's probably an unfair charge but it may give you some notion, at least to begin with, of what I mean by productivity. As Stan indicated in the introduction, I

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had the great honor to serve as Chairman of the Board of Governors for Florida's Research and Development program. This is a legislative enactment, 2 years old now, a good example again of policy. The State of Florida found that 75% of it's income, state and local income, was going for education. And they have other concerns, all of us do. And so they launched a program, in this case, a research and development program, to find out how the Florida School System, all levels, including university, could become more productive and therefore more accountable. That's right in the Act. To do this, they used what I call in my book, some of you may have seen it, or may not, the notion of Development Capital. This is a notion that money should be set aside by schools, universities and colleges, to make investments in staff and private enterprise, various combinations, to increase productivity in an accountable sense around performance. The State of Florida put aside \$1,200,000. which we have invested. We're the recommending body officially for the State and incidentally all of our recommendations, I'm not sure I'm happy about this, but all of them were accepted. Most of the money we put into getting better measures of student output, although we have some work going on at universities in cost effectiveness, utilization of resources, what not. You may want to know more of that as time goes on. Incidentally that Board of Governors, there may be people on it you know: Lou Bright who used to be Associate Commissioner for Research for the U.S. Office of Education; Bob Gagné, a very eminent educational psychologist, very well known for cognitive domain mapping and educational psychology. I'm sure that in your conference about performance objectives you'll find his name right up there, he's a member of that Board. As a matter of fact he's a staff member, a professor at Florida State University; Roy Trump - I'm sure many of you know him for his innovative work in the secondary school level.

This year the state legislature has given us \$1,300,000. so that in a time of austerity this particular program has been increased. Whether it will realize its promise is another question. Our big stumbling block, of course, is measurement; it always has been. I hope we're making some improvements in the use of criterion reference, notions and so on. We've defined productivity there in four ways and I think it's only fair to put some more flesh on that term. We've said that a school or college is more productive if, first, one or more of these has been accomplished: it can produce the same learning for less cost or, can produce more learning for the same cost, or, if costs have to be increased, the offset in learning is way over what would normally be expected, and fourth, and maybe the key is the notion of social indicators. This would have to be done it seems to me on a Federal level, a province level here in Canada, or maybe at a state level.

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The notion that education as an enterprise ought to contribute to the solution of social problems, in a very direct way, over time may be a humorous story. In my present home state of Georgia, we had a governor named Lester Maddox, you may have heard about him up here. He was at one time quizzed rather sharply by a reporter about the problem in the Georgia prisons. It was alleged that they were among the worst in the world - not just the United States. Mr. Maddox got very upset and after some sharp exchanges he said - "IF in fact Georgia has problems in its prisons, it was because it had a poor grade of prisoner". I'm glad you're not so serious. Now further analysis of that observation reveals an interesting phenomenon. When we got a new governor, Jimmy Carter who just came in a year ago, one of his first acts was to appoint a new Director of Prisons, a man named Ellis McDougall. I mention this because of a very important phenomenon. McDougall had been Director of Prisons in South Carolina for 8 years. Now if you go back 8 years and you looked at one social indicator, one measure, a very good one, and that is the rate of recidivism of prisoners, two-thirds of the prisoners in South Carolina and Georgia who were discharged came back. They represent an amount of money as well as human tragedy - \$40,000. for each - that's a lot of money. It's a non-productive type of expenditure. Now when Ellis McDougall left South Carolina their rate of recidivism was 13% and in Georgia it's still 66%, the way it was with South Carolina 8 years ago. That is a demonstrable difference, between 66 and 13%. When McDougall looked at the prisoners in Georgia on the indices he had, he discovered that the average length of schooling of an inmate in the Georgia prisons was 4 years of education, 90% of them had no saleable skill. One might then say, with tongue in cheek, that if we made investments in the education system, we ought to have a better grade of prisoner in the prison. Or perhaps put better, we ought not to have so many prisoners, or one might argue that education has no relationship to crime, but that's a dangerous argument - that we have no relationship to mental illness or prisons or divorces or any social ill.

If anybody in this audience thinks that this is just another new thing, that we've always had problems, fiscal problems, may I say we've always had problems but never the kind that this is. As we know about our water and other natural resources - we've never had problems like these. We are going through our resources - the tragedy is not in the natural ones but now the fiscal ones also. We've got to learn to be balanced, whatever that is. I find myself thinking back to the good old Greeks. Find some balance - some notion of optimal conditions. I think we're finding this need throughout our society. It shouldn't surprise us now that it hits us in another dimension.

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To meet the demands then, of accountability, that is to relate resources to learning and accomplishment, it seems to me that colleges, and I'm addressing here colleges themselves, must reform in four essential ways and I'm using the word 'reform' to mean change. First, I think we need to reform the way we deliver educational benefits. I think the model of the classroom with a certain number of students just will not survive this kind of productivity analysis - not as a major way of delivering educational benefits. Secondly, I think we have to reform the traditions which undergird our purposes in colleges. I think that observation is more in line with traditional colleges, rather than with community colleges because I think that in a very real sense you have a problem in being co-opted by the universities or worse by inflicting upon yourself their academic disease. This is a problem. If you go the way of the university, you're going the way of an institution which is itself in most need of reform and which is now 'under the gun' to put it mildly. So that's a very poor model to emulate at this point.

I think, in a very real sense, the colleges and universities have played, as the high schools and even the elementary schools have played, the game theory called the "zero-sum" game. You know what the zero-sum game is? It is a very simple game. If I play poker with you or some other game and I win \$10., then you lose \$10, and the net effect is zero. In the zero-sum game somebody wins and somebody loses. Education, which effectively mirrored an earlier society largely played the zero-sum game and its symbol was the normal curve. The great point-maker in the sky gave us the marvellous standard which is reflected in the A, B, C, D, E, F grading system, which is relativistic. In this system quality is defined as the few number of As' and the large number of Ds' and Fs' given and institutions are rated on their toughness, which is undefined. One can't tell whether they are tough or teach badly. Reputations are made on the basis of tradition with no research to support them. As a matter of fact, there is some research coming out, some rather impressive international research relating to college teaching and learning, which I'm going to share with you. But the zero-sum game is best manifested perhaps if, in this room there were 20 of you and I were grading you according to the traditional pattern of a curve or some aspect of a curve, then half of you would be below average, you see. Automatically, regardless of where you come from, or your backgrounds, 10 of you would be above average and 10 below average. If I wanted to get rid of four of the bottom and peel them off and send them somewhere else then we'd recast it. We'd now have 16, 8 of you would be above average and 8 of you below average and 2 who had been above average would now become below average.

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That's the zero-sum game, somebody wins and somebody loses. Is there an alternative? Yes, if you want to be productive. In industry it's called management by objectives - in education it has to do with finding out what we want to produce and maximizing the number who can perform, in which case to be sort of flippant, everybody can win, at least theoretically. One can vary approach, alternatives, technology, time and avoid the zero-sum game. The zero-sum game is not a productive game - not under the close scrutiny of where the money ought to go. Think about that. It's very disturbing because that tradition is deep in us. The worst thing you can say to a school principal is to tell him that all of his teachers have given all As'. He'd get very uncomfortable..I once remember a teacher who said, "but there are degrees of A'ness. There are aA's and bA's". As another example, some years ago, California passed a master plan for higher education. It's a plan that's about done us in in California. If you take the normal curve, the top 12½% would go on to the university. The plan said they wanted to become selective with the selectivity undefined. But I say, they defined in terms of the criterion of verbal ability, so called IQ. So they did screen, and when they got that small portion of the normal curve, they then imposed another normal curve. And soon, they had, as the girls say, "the creme de la creme". Harvard got the creme de la creme and now they've changed their admission policies to get what we used to call the "good old solid C student". One of the first benefits is that they have a good football team. Another benefit is they have a lot more stability than they had otherwise. So we can carry this selectivity undefined, or defined in traditional ways too far. I hope it doesn't plague the junior colleges. They weren't set up for that purpose. But the tendency, you see, is to go in that direction. And all I'm saying is, if you go in that direction, when you are hauled before the 'Baulmol crunch', you aren't going to have much to show, because in a zero-sum game, somebody wins and somebody loses, and that isn't very productive. Oh it may have high status value in some circles, but I assure you when it comes to distributing money at the appropriations table that status is very thin. It may be great around cocktail parties and what not, but that is all. So I think we've got to then look seriously at the traditions, the way we go about our work.

Third, I think we have to look at the leadership styles, and the competencies of those who manage. And fourth, we need to look at the manner in which we evaluate and improve our institutions. I think those four are clear needs to meet the demands of accountability. And we must accomplish that reform in a cottage industry presided over by a medieval guild. Now I've got nothing against a cottage industry. I think it's got a lot of charm and I'm not for making us not a cottage industry. It may be that some of the business conglomerates need to be broken up. But

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here are the reasons I say that - I've got 14 and I want to give you 5.

We need to evolve our own kind of approach. I'm not arguing that we need to 'ape' what exists in corporate life. But here are some facts - first, the education enterprise spends a shockingly inadequate less than 1/3 of 1% of its budgets for research and development. In America's \$75,000,000,000 education budget, less than 1/3 of 1% is spent on R & D. And secondly, we don't even use the R & D we have. And third, we lack a technology of instruction. I think it's very significant that few schools of education have any course called 'pedagogy' and that is a mistake. There is now a pedagogy and it's developing and we do know a great many things about how people learn. We know the technology of learning to a surprising extent. Think of the contingency management phenomenon that has been occurring with delinquents and others. The facts and research is getting to be rather clear, so we are beginning to develop a pedagogy and we ought to have a technology of instruction.

I'm using the word technology here, ladies and gentlemen, not to mean equipment. There is a lot of misunderstanding about that word. Technology among most everybody who writes in this field is talked of as technique, validated practice which includes equipment, but is not limited to equipment. So that when I'm talking about a technology of instruction it may very well be that the major part of our technology would be human relations skills. I have no quarrel with that. But it suggests that we ought to be competent as instructors. The nonsensical theory that we've had for a good many years that all you needed was to know your subject is reminiscent of the old progressive movement. Isn't it ironic that we turned full-circle, for reasons of productivity, to revive the notion that maybe the teacher ought to know how to teach as well as know his subject. But we keep going from one swing of the pendulum to another. The facts are, we have some research, good research now that indicates we could build a technology of instruction.

Fourth, we lack an orderly means of cooperation on behalf of our clients. This is sometimes called articulation. I'd rather label it for what it is--'ignorance'. We don't know how to cooperate with each other, and it's shameful. We assume that the client must make the connections, and that our role is to just do whatever our role is. I think that's shameful. And five, our administrators have little control over the personnel and/or of their resources. That's going to be very difficult to accomplish under the accountability movement. That's why I have discussed strategies to accomplish reform. Even though I've

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mainly talked about the elementary and secondary levels in my book that was published by Simon and Shuster and Science Research Associates in paper-back, they also apply to colleges. In the book, I talk about 'every kid a winner'. I do discuss, if you're interested, the notion of development capital, independent audits and also performance contracting, which is simply one tool to achieve accountability.

Educational accountability in policy form demands a student-centered approach. It specifies the formulation of educational goals and objectives which serve both as guides for action and guidelines for measuring progress for satisfactory implementation of the goals and objectives. It insists upon the responsibility of departments for providing educational benefits for every student accepted for enrolment, and for preventing failure. It provides for public reports on performance of students and the faculty and on the progress of the College towards fulfilling its institutional purposes. Accountability is a public disclosure program. It's very clear who we are accountable to, and that is to the people who support us. It also provides for experimentation with new techniques for systematic improvement and discarding of ineffective and inefficient processes.

Under the accountability concept, learning, and not teaching, is the focus. While courses will probably be needed, they are seen as sub-systems or groupings of components to effectively and efficiently achieve desired and clearly communicated objectives consistent with and derived from institutional purposes. I would urge you to read a book by a man named Duggan, called "The Teaching-Learning Paradox". This was supported by the U. S. Office of Education. Duggan and another associate performed very respected research. This was done at the University of Oregon just a few years ago and what these researchers did was to analyze 40 years of educational research at the college and university level - forty years. They used the criterion of the teachers' own marks and contrasted treatments such as a 3-days a week session versus 5-days a week and their impact on marks or one day a week versus 3-days a week, no days a week, independent studies etc. Forty years of research and what did they conclude? Well, can you imagine conservative researchers, as we say in the vernacular, "blowing their cool"? They start out the research document by saying - This is a polemic, and the second sentence reads "there are no differences". I won't pursue that. If you restrict your student body you see, you are very selective. Those "A" students are precisely the ones for whom you are not very needed in terms of the formal lecture. It turns out that we're needed if we are instructors. We're needed with the other group we usually don't want. They're the ones who need us. I find that kind of ironic.

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I could give you three other studies, international in scope that conclude the same thing, and so, ladies and gentlemen, at the College level, if one is "selective" in the way we've been in the past, the relationship between teaching and learning is zero. This I interpret to mean that there can be teaching without learning and there can be learning without teaching. I do know also, that there is evidence there is lots of learning with good teaching, for which I'm profoundly grateful. Learning, after all, is an active process. To optimize the process, the student must interact with teachers and materials, with other students. As a matter of fact, I would hold that he ought to be the teacher to the greatest extent possible. Again, there's research to indicate this is beneficial. One of our first products in Florida which we are now disseminating throughout the State is called "Student Involvement". This policy was developed by the Florida Educational Association. Some of us are familiar, as teachers, with the fact also substantiated in research, that the one who gains the most in the teaching-learning encounter is the teacher. I remember as a geometry teacher, the more I taught the course, the more exciting it became and the clearer it became. I found after 10 years that I would be saying things like this - "and therefore, students, its obvious," but I didn't add to whom and the kids got dumber. They got dumber, I got smarter. One of my peers in Waco, Texas at Baylor University has gotten fifth graders, all kinds, not selected, to teach and tutor first graders under the direction of teachers, after they had training. Both groups grew in learning; there were also some other effects which are quite profound. The project suggests that we ought to use student resources wherever possible, to do the teaching under, of course, a management-by-objective system.

In most classrooms the only person who is active more than a fraction of the time is the teacher, which would contradict what good learning theory would tell us. They are busy preparing and delivering lectures to students whose motivation for paying attention may be insufficient. They are also busy preparing, administering and grading tests and other assignments, which because of the methods usually implied, and/or the primitive instructional technology used, have little value in helping the students to learn or the teachers to judge their own effectiveness. This ineffective and inefficient process is carried out in most expensive facilities. Notice my language reflects the glare of the congressional hearing looking at productivity. If I were to take a different point of view, I would see other phenomenon. I hope I made that clear. And I would betray you if I didn't give you the flavor of accountability. It's the hot glare of the hearing, saying, almost

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desperately in some places, what are we getting for our money, how much more do we need to give, can we save any money? It's that kind of phenomenon. Now you can challenge it on that basis, and you can allege that it's inhuman, that it betrays the very essence of a civilized life, but the burden is on you to talk about from where resources shall come. Or you can say that these are just a 'lying' bunch of statistics and that we really aren't in such a position as some people say we are. I would argue that we need this concept even if we weren't in a poor position. The great challenge of accountability is that we become effective in the human sense. We've got marvellous goals. We ought to know the extent to which we achieve them, and improve them, rather than just use rhetoric.

I'm going to conclude now by doing what only a fool would do, one who deeply loves education. I'd like to suggest what college personnel should be accountable for. However, I would not limit it only to these items. I think college personnel are accountable for, first, the provision of a rewarding experience for a student who asks questions and discovers answers. A rewarding experience, and that could be defined. Second, they should be accountable for the stimulation of each student to determine and solve learning problems with increasing independence. It is so easy in the teacher role to make students dependent. Third, they should be accountable for the providing of an environment that facilitates the process of learning. I would hold, ladies and gentlemen that all of these are suitable for audit. Somebody, a participant observer in the anthropological model, could vouch for these, and other things that could be seen, observed and felt. Fourth, and perhaps most controversially, I think College instructors ought to know how to prescribe learning activities best suited to each student's entering level of learning. Some of you will say we're just going to make a glorified high school out of the community college. That betrays an earlier model, you see, of "I'm here to teach, if you're here to learn". I'm not saying the student isn't accountable, but he's always been the one accountable. What I'm asking is, what is the correct balance? What is our input - what could we define as professional accountability - things that we ought to know as good practice? Conversely, what is malpractice in education? And it does exist.

Fifth, they should be accountable for the provision of instruction leading to specific accomplishment of objectives, in small segments, using media and mode suited to individual and preferred learning style. I hope you see that I'm talking about the instructor in the formal sense, and not in the informal. At it's best the college experience is as a seminar, a bull session and the interaction of personality, one with another.

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I'm not talking about that. I am talking about its formal sense in things called classrooms and organized courses. The informal methods may be the most powerful, indeed, and I'm not referring to those. I hope that is understood. Sixth, they are accountable for the use of positive motivation through frequent scheduling of desirable events that are contingent upon satisfactory completion of objectives. Seven, they should be responsible for the use of evaluation and feedback at frequent performance-spaced intervals, permitting immediate guidance to the student and teacher. I would say that to me the essence of accountability from the professional standpoint is in one word - 'feedback' - constant feedback. If I have one quarrel with education, make that two, one is that it's blind and second, that it has no digestive system. I know few instructors who ever find out how well they have done according to their own objectives. I find few instances where evaluation is used the way it's been discussed for the last 50 years as the handmaiden of instruction. We have to have "feedback" to improve. And interestingly enough, one of the major founders of that very important principle to science and industry, "feedback" was Thorndike, an educator who developed the so-called law of effect, so it's an education notion. Departments must be charged by policy with disclosing how close they've gotten to their objectives. There must be systematic improvements, year in and year out so that with X dollars, better results occur every decade, every half a decade, as there are with any institution that flourishes because it improves, and can relate dollars to improvement. That at least is the hope for more productive enterprise. Eight, they should be accountable for the provision of special supplementary and/or remedial activities to strengthen the learning process.

Here's my concluding statement. It seems to me that college presidents, deans, teachers, regents and others interested in furthering increased productivity in higher education might consider the following 7-point action program. I find that I'm a child unwittingly of the American tradition of the Reader's Digest which is full of articles with seven-point programs. I have a 7-point program. Incidentally it had to be seven because I'm impressed with certain mystical qualities of the number 7. But you could have a 3-point program, or a 10-point program. Here are just some ideas that I've tried to talk about, that I think are all of the accountability notion. First, I think that professional people, you, ought to urge and help get adopted the things for which you would be accountable. I think that's terribly important and they should be stressed as policy. I find it very difficult, ladies and gentlemen, to defend an enterprise for all of whose goals one has to cast one's eyes up and say they are things of the spirit only. Notice I didn't say

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there aren't things of the spirit and some of the things of the spirit may very well be defined in terms of process. I remember when I was a school superintendent, we defined creativity, in part, as something to be experienced by every third grader. In that school system we had students working side by side with sculptors, painters and so on. We knew we couldn't measure creativity in any meaningful sense but at least we could say to the public that we have this kind of quality. Every youngster has an experience of this kind. I don't hold that to be betraying the spirit. And I recognize you can't measure the passion of a child. On the other hand, even measurement itself is misunderstood. Many of us you know, are victims of the psychologist's inferiority complex. If you go back to the late 1800's, psychology trying to be a new science, did what you would expect - it 'aped' physics. You remember that good old Wilhelm Wundt and his psycho-physical lab. I remember studying Wundt and his psycho-physical methods and Ebbinghaus and his nonsense syllables, both of whom tried to get precision. Then we got into the so-called interval scale with the IQ. It isn't an interval scale with any real value. I'm not sure that 80 is less than 90 and neither is the psychologist and, even if it is, that's only less than 100 and I don't know what that is. It's a diagnostic tool, perhaps, for research. What I'm trying to say is that in psychology we recognize, good people, that in all measurement we have nominal scales, ordinal scales, interval scales and ratio scales. We'll never get ratio scales to do the things we really want, probably, I can't say never, in my lifetime and yours. But we can do a good job with nominal and ordinal scales. Now they are good. We can get intercorrelations between judges of about point 9 (.9) with training. We could do so much. There is a new book out now by Bloom - "Summative and Formative Evaluations" which is very good. We have a rich heritage of measurement and I would hate for somebody to say we can't measure these things. It depends on how you define measurement. You know the Congress appropriates \$200, 000,000,000 for the total U.S. budget. A lot of it's wasted, and how do they appropriate it? On the basis of a hearing - that's good measurement. I mean, good for its purpose. You don't have the precision of an interval scale. I don't know how you would make one for that; I guess social indicators would begin to give us some help in a measurement sense. I've just participated recently on a doctoral committee and awarded by first Ph.D. I got to put the new doctor's hood on and that was quite a nice experience. And how did we award that? Basically on time in courses and a hearing called the "oral". My point is that we ought not to immediately get into this measurement fight, as the early psychologists did and start fussing around with the fact that we can't get these nice interval measures and all of these scores. I don't hold that to be a problem. In fact I'm delighted. I would like to reinstitute the notion of human judgement - but trained. Incidentally, there are many scientists who do this -

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the anthropologist gets along beautifully with a participant observer, as well as other kinds of measures when the physical evidence doesn't exist. I don't think that's a problem. I think we ought to get rid of these inferiority complexes that are plaguing us, in our worship of analysis of variance. Recently there's been some attack on the phenomenon of our time - it's killing us. It's called no measureable differences. Everything we do subjected to that kind of analysis results in the finding of no measureable difference. There are some very bright people now in the field of psychometrics who wonder whether our measurements are worthless. So, I think we ought to adopt and implement specific accountability policies, that stress results that can be independently viewed and used for professional feedback.

Second, I think that we need to manage what I call 'an educational engineering process. I hope that you don't object to the word. Use any word you want. All I mean is a logical, reasonable process to find things that work and get them into our classrooms and learning centres quickly - say, in five years, not 40 years. Third, I think we need to set aside money as development capital to serve as incentive and risk money and I'm pleased to tell you that this is a very small movement in the United States. The school systems are setting aside money, I, as a school superintendent set aside 1% of our budget as risk capital and we risked it through the following means. We had teachers, very much like a faculty senate, elected by their peers, who held hearings on new projects and we entertained proposals from the staff. At one time we were investing \$1,000,000 a year for 4 years in community, staff and students with the quality control being the faculty itself as a reviewing body. I have already mentioned to you the Florida project. A little bit of this kind of entrepreneurial work, carefully controlled, would give us a sense of having control of our enterprise. Fourth, and this may be controversial, pay bonuses for high priority results. It turns out that teachers don't like to get bonuses. I didn't know that. They don't. We're so far out of the private enterprise mold that teachers would rather turn their money in towards more projects. This is on the basis of the OEO study in Mesa, Arizona and Stockton, California. School teachers who competed with private enterprise in performance contracts opted to take their 6% bonus and put it aside as development capital for investing in teachers and students to improve education. They just don't feel comfortable taking the annual Christmas bonus and the extra paycheck. That may say something about us teachers, but anyway, provide some sort of

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bonus. Five, institute a quality control procedure for all programs. I think we ought to be able to tell the people how we control quality. If you don't like the words quality control you can use the words quality assurance. If you don't like that, what is your program for "feedback" to find out how close you are coming to your objectives? You chose whatever word you want. Sixth, I think there should be the selective use of some performance contracts with staff or private enterprise or both on a turnaround basis. There are tough problems to solve. There are students we have that no one really knows how to reach. Those may be the ones we might want to get into performance contracting to do wild things, exciting things and then, if they work, turn the programs into the system, in some kind of rational way. And last, involve the staff, students and the community in design and implementation of the productivity program. Burke's warning that "A nation without means of reform, is without means of survival" pertains virtually intact to the situation, it seems to me, in higher education even more than at the lower levels. Only the substitution of one word is required, in which case it would read 'an institution without means of reform is without means of survival'. Thank you very much.

ACCOUNTABILITY AS A PHILOSOPHY

DR. JOSEPH COSAND

Ladies and Gentlemen: When I accepted this invitation some months ago, I didn't know that there was going to be a wage-price freeze at this particular moment in history. We have one in the United States as many of you well know. I called George two days ago and said, "I can't come - every person we have on our staff is calling in and asking what their salary was going to be for next year, and we don't know as of this moment". Therefore I wish to be back tomorrow morning by 9:30 to see if we can find out a little more in order to answer questions. We have 2,000 staff members in our district and at this time we don't know what they're going to be paid.

I've often said that Marty and I should never appear on the same program because all we do is 'amen' each other. If I follow Marty I'll generally 'amen' everything that he said and vice versa. They sent us to Colorado a while back to try to convince people in that state that they shouldn't have a highly centralized educational program. Marty and I really argued strongly for quite a long while - we lost - we didn't get to first base so we don't always win, but it's always my pleasure to be with Dr. Martorana because I admire him as much as any community college educator in the United States. He believes in community colleges and he was saying here at the table just awhile ago, "If we ever lose the belief in egalitarianism we should close our doors". It makes me think of a little story that occurred last February. Some thirty of us met in a place in England outside of Oxford, a place called Ditchely, I'd never heard of. It is one of these fabulous English estates which Winston Churchill used to go to during the weekends of the war because it was considered far safer than his estate, Chequers. I don't know whether some of you know how they live on that kind of an estate or not - I didn't. We were greeted in front of huge oaken doors by a gentleman in grey striped trousers and tails at 11:30 in the morning, and from then on it was quite an experience. But what I wanted to tell you was the fact that during the three days we were there, 12 people from America, 12 from England and 6 from Canada, talked about education and the needs for education in England, in Canada and the United States. There were no two people among the 30 who really came from the same background. As you've had your discussion sessions here today we had ours there, broken up into 3 groups of 10 each. The person who sat on my right was a tutor in English from Oxford - a very brilliant woman. But everytime I would talk about the community college philosophy, she would shudder and purse her lips, and then if it got too bad she would tch, tch, tch. I wouldn't say that this is ridicule. I say simply as a matter of fact that many people in this world have no conception whatsoever of what a community college is, and her conception of higher education was what she was doing as a tutor in English at Oxford. She could not understand the egalitarianism of community

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colleges. It was completely and absolutely foreign to her thinking. I see that same thing in many universities in America. The University of Missouri has a 10,000 enrollment branch in St. Louis, and I hear quite often from some of the members of its staff about the junior college district in St. Louis and how it enrolls only those students who can't get into any decent college. I also heard that they would give us just so long before all we really did was teach welding and machine shop and auto mechanics and a few things like that, for after all that is really our function or perhaps to teach remedial education. The reason I say these things is that at the meeting in Ditchley we came up with conclusions which I think were very interesting and with figures which I'm going to quote. Whether they are accurate I don't know. The representatives from England agreed that about 11 or 12% of the high school graduates in England went on to college, and that the figure should be doubled to 25%. Those from Canada said that about 25% of their high school graduates went on to college but that figure was not enough, and should be doubled to 50%. The American representatives said that about 50% of the high school graduates in America went on to some kind of a college and that figure should probably be raised to 75%. In other words there was complete agreement among all of us that we weren't doing enough. There was also complete agreement that it was going to be very difficult to find the financing whether you jumped from 12 to 25% in England, or from 25 to 50% in Canada, or from 50 to 75% in the United States. So we all have the same beliefs on the need to do a better job, and the same frustrations with respect to financing. I simply cite this as an example of the problems in higher education which aren't limited to one country, or limited to one region of a country. In other words it's not something that's parochial, it's something that I believe is universal.

I was asked to talk about accountability and I suggested to George that maybe I could talk about accountability as a philosophy. There appears to be a lack of confidence in education not only in America but throughout much of the world. A recent report by Roper said that 64% of the Americans feel things have seriously gone wrong in the United States. The establishment is under attack, with all of its facets, and you're part of the establishment and so am I. As I define the establishment I would include religion, education, government, business, labor, industry and perhaps most of all, the home. Distrust has been escalating for the past several years with the results of ferment, accusations and climatic deterioration. All that you have to do is read, and look around you; whether it's in the papers or the other media or on the streets, or you name it. I think all of us would agree, and would fight for it with our lives, that positive criticism

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and dissent are imperative and that no country - certainly no group of people like us could ever tolerate anything less than positive criticism and dissent. But criticism where motives are impuned, where duplicity and chicanery are charged, is negative, and if constantly emphasized by the media and from the platform, can become destructive. The credibility gap becomes a chasm that is almost impossible to bridge. To impune the motives of our leaders in all facets of our lives is to destroy the fabric we in America have been building along with you in Canada for hundreds of years. We in education have been involved and many of us are guilty of this type of bigotry, and of prostituting the integrity of our profession. We have impuned and we have been guilty of negativism. It is not professional or rational to charge our leadership in government, in business, law, religion, education, labor, industry or the home of indiscriminate stupidity or chicanery or both. What then is there left to believe in? Is this the avenue for growth in people and growth in the community or is it a straight road to despair, escapism, dope or worse. A loss of confidence is a breakdown in our philosophy of life. The resultant climate becomes a chamber of horrors to be filled by the opportunist with the simple answers, with the real bigot if you will. The faith the people have in themselves in their institutions, in their community and in their nation is the force for individual and group growth for stability, for the needed strength to resist the cynic, the hypocrit, the bigot. Education and the educator cannot shirk or escape responsibility for building and maintaining a climate of positive criticism and dissent, that is our job. Neither can they with reckless abandon deprive people of their faith, for this is the grossest form of irresponsibility of the most depraved form of citizen. The beliefs of the people in a nation under law have been built into their roots. Where laws and accepted values have been challenged and broken simply because individuals and groups don't like to have any laws a nation will regress. Our courts have tended to be lenient, the parents and educators permissive and the people as a whole, complacent. However, there are increasing signs of a pendulum swing, and my fear is that it may sway too far, and the cure could become so much worse than any illness we have seen. The rights of a person must be protected, but so must the rights of a community. For if the community rights are jeopardized, so will the rights of the individual be jeopardized and worse perhaps, destroyed. The growth of a community, of a nation, must always depend upon the growth of the people. So it is for stability, for creativity, for freedom, yes for all the values we cherish so highly. The growth of a community depends upon the growth of the people and that's what we were talking about in Ditchely. Is the faith of our fathers and grandfathers who built these nations to be destroyed by the cynic who believes in nothing - by the immoral bigot - by the greedy - by the adherents to the ultramodern philosophy of the unbeliever in

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anything - by the escapist who finds release only in alcohol, drugs or psychedelic dream worlds, or pseudo religious tangents. Possibly the greatest crisis we face today is the crisis of eroding faith in ourselves, in our friends and in our institutions. Unless we stop this trend we will deserve the end our means are moving towards. Unless we have faith in our own personal integrity in our institutions and our people we will become just another civilization which had achieved but could have achieved so much more - had become great, but could have become even greater - had finally through our own greed and self-centeredness forgotten our values, our self respect and mutual respect and thus followed the path of history into decline and perhaps into oblivion. This leads me into my topic - not just accountability as a philosophy, but rather the integrity of education and the educator as a philosophy. My remarks will be confined to higher education and will relate to the community college as an integral part of post secondary education or if you prefer, higher education. My remarks will also concern themselves with the seventies for they are being defined by some educational and other leaders as the potential 'dark ages' of higher education. Clark Kerr, in his address at the last conference of the American Association of Higher Education said that from 1820 to 1870 we experienced the dark ages of higher education - a 50 year period. However, he said out of it we became even stronger. He says he sees that perhaps through the 1980's another period of dark ages for higher education. I hate to accept that statement. In fact I don't want to accept it at all and as Marty was saying here at the dinner table, it is the best of times and the worst of times - the greatest period of time in higher education and also it could be the worst. I think we are on the threshold of a crisis that we have to face and I think it deals with the word integrity - our integrity if you will.

I am on the Carnegie Commission, as some of you know, for the study of higher education and we had a meeting a year ago this last June in St. Louis. One two-hour session was horrible because for the two hours we were nothing but pessimists. Only two of us saw any optimism and we saw little before 1975. The rest saw no optimism in the 70's at all. The reason for this was, primarily the lack of belief among the public in what we're trying to do. That was the reason for their pessimism. This goes back to about 2½ to 3 years when McGeorge Bundy spoke in Colorado at an American Council of Education conference and he said at that time, that never had higher education had it so good and never was it in such dire straights and in such dire danger, for not having told its story to the public. I listened to him and I didn't believe him, in fact he irritated me. But about exactly the same time, David Riesman of the Carnegie Commission said almost the

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same thing. Now these are two far different people and each said a day of reckoning is coming for the irresponsible educators the administrators and the faculty because they haven't told their story to the public. The public doesn't understand what they're doing and educators seem to have lost their integrity. I'll have to give Prof. Riesman credit that when these problems come up now in the Carnegie meetings he doesn't say, "I told you so". I don't think we have to have a dark age. I think we're strong enough ourselves to prevent it. But we aren't strong enough to prevent it if too many of us take selfish pleasure in how little we teach, in only how much research we do, or get status from the fact that we're teaching fewer hours than we did the last year - or that as an administrator you have more administrators than before even though your enrollment dropped. I could go on. This is what I hear from the public. At a meeting I was at about a month ago at one of our senators homes, there were 4 U.S. senators, 3 congressmen, a couple of bankers, and a couple of labor leaders present. They claimed that we in higher education had not analyzed our costs and had nothing to defend ourselves with. What I'm trying to get across is that we haven't told our story. They do not believe that we know what we're doing in our own colleges. They say, why should we give you more money if you cannot defend how you are spending it. I ran into exactly the same thing in the state of Missouri before the state legislature. The first question that was asked me was "What are you trying to do, run a social welfare state"? Why shouldn't the students pay for their education, this man said. If you've been reading some of the newspapers you read what's happened in Ohio where Governor Gilligan recommended that all students who go on beyond high school return to the state the money the state spent for them for their higher education and this proposal of 'let the student pay' has swept across the United States and has been picked up by people from border to border. And so we're talking now about 'what is education'. Who's it for? Their attitude is that it's for the individual. How many times have you seen on television, how many times have you read magazines and the newspapers, how many times have you heard on the radio - get a college diploma - get an BA degree, it's going to earn another \$150 to \$250,000 dollars for you in your lifetime. This has been the bill of goods that we've sold for years, and the public believes it. And now they are saying that if this is so, let the student pay for it. In our discussion at the senator's home in Washington I argued strongly, with help from a couple of other educators, that education is first and foremost for society. That's the integrity of education for first, it builds a better society and second it's for the individual.

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We haven't told this story! If the crisis I described earlier is of substance and to be concerned about, certainly we in higher education are involved and must look to ourselves to see what we have contributed to the problem and what we need to do about it. What good is our philosophy with respect to accountability and responsibility? What is our philosophy with respect to our own integrity as educators? First, there is the integrity of quality with equality - an educational opportunity for both youths and adults - for all. Do we believe in this as community college educators? Not just on paper, but for real - second, there is the integrity of a chance to learn, to really learn and not just to be exposed. Do we believe in this? Is education really to teach a person how to learn? With all of the wonderful ways of teaching we have at our command, I'd like to share two experiences.

Last December, in one of our states, it wasn't Missouri, two community colleges, each of which had excellent facilities and were relatively new institutions in terms of their building programs with fine instructional resource centres, excellent libraries, overhead projectors in most rooms, cassettes, etc. were visited for accreditation purposes. During the five days that I was on these 2 campuses, I went up and down the halls as chairman of the two accreditation teams, looking in the classrooms, walking into some of the classrooms, noting that some of the classes had as few as 3 students, some had as many as 100. I saw only one teacher in the five days doing something besides lecture-chalk-talking. All of the ways that you can improve teaching were shifted aside. Imagine lecturing to a class of 3 students. Is it any wonder that students ask us when they look at television, the new educator, and then look at what some of us are doing say 'come off of it'. Is there a real chance to learn - and not just to be exposed? Third - there is the integrity of the open door. Community colleges I'm sure in Canada as well as in America talk a great deal about the open door. It doesn't impress me. Anybody can have an open door. What is there once you get inside? Do you have any access? In other words I'm far more concerned about accessibility of learning inside the doors than I am about the open door. I think some of the worst hypocrisy that I've ever seen has been taking place in many of our colleges today when people from our area of Appalachia, or the Chicanos, or blacks who need help are told to come in and learn and they come in and we're then guilty of a form of prostitution which not a single one of us should ever have to live with because there is nothing inside for them. Why? Too many of us administrators, board members and faculty look down on remedial education and say that its less than college grade. It is not our function and would be lowering ourselves - also it costs too much! We give first choice to the people enrolled in calculus, zoology and english literature. Sure it costs a lot,

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but if you're going to ask these people to come in so that you can write about them in your newspapers, or have a program over radio or television showing the citizens what you're doing for these underprivileged people - you have to produce. We have colleges that are guilty of this. They've had nice wonderful stories in the newspapers about what they're doing, but when you really check and see what they are doing, they're not doing anything - except opening the door. What I'm arguing for is that if you're going to talk about an open door college let's have the integrity among ourselves as educators of saying "once through the door there's something acceptable here to you and if you need help, we'll help you". Don't get me wrong. I'm not saying a person should sit there forever, but I am saying that there should be something there for him other than the straight, respectable academic transfer program. If that's all that's there you're not a peoples college, you're not a comprehensive college, you're simply another branch of the university. And a lot of community colleges would like to be that. For the last nine years I've talked to our new faculty and said "if you don't believe in this kind of an institution, if you don't believe in the right of people to learn, if you don't believe in egalitarianism, you don't belong here and I wish you'd quit, right now." Out of this philosophy we've built a faculty that's great, because we don't have a fragmented system. We don't have those who teach english literature and then those who teach english composition, or those who teach remedial english or those who may teach something even "lower". We have an English Department. A faculty of people who are interested in the students learning. If you were to come on our college campuses you couldn't find the technical wing - there isn't this separation. The engineering technology courses are mixed up with all of the engineering math, physics and chemistry. The nursing, dental hygiene, medical laboratory technician courses are all mixed up with the life sciences, the technical programs in business are in the same area as the rest of the business courses are. In other words, there is one student body. It's one faculty doing its job for a people. Fourth, there is the integrity of and for the students. The college is for the student to achieve towards his own particular potential, and as I say to our board so often - "this college is not for you to be glorified as a board member, it's not for me or the other administrators to be glorified as administrators - it's not for the faculty, it's for the students. All of us are here for only one reason if we have integrity and happen to have the best educational program there can be for the students." We should begin to become concerned about this business of developing more options. If a student can get through in less than the regular amount of time he should be encouraged to do so. What

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right do we have to pigeon-hole everything and put it in a compartment and say "you shall" regardless of how able you are, or perhaps because of the fact that maybe you would like to take twice as long. Do we have to compartmentalize everything into three credit hours, three hours a week for one semester of 18 weeks? Is it possible that a student might learn and learn very well if he took longer than that? Or if he took less than that? This flexibility is coming. There is a commission for non-traditional studies which has been formed. It's chaired by Sam Gould, formerly chancellor of the State University of New York, with whom Marty worked. There are 26 people on the commission. We met in Ann Arbor about a month ago for 3 days. There are laymen on it, as well as students, faculty and administrators. When it started its discussions it was pretty much with the idea that non-traditional study is for the adult. He can learn over television, he can learn through reading, he can learn through travel and so forth, and then he can take examinations and get credit and be placed accordingly and perhaps even get an external degree. They've been doing it at the University of London for a hundred years. It's nothing new. All of a sudden we began to think that if you really had something wonderful in this business of non-traditional study that young people as well might be interested. Maybe we will find a lot of the so-called traditional students who would also want this kind of education, where they can learn at their own rate without having to jump over the hurdles that we so often put in their way without any particular reason. If you really want to get into something that's exciting and frightening and challenging, it's this non-traditional study possibility. Where it will go, I don't know. It can be exploited badly by the opportunists and I'm afraid it may. I think there's a lot of outfits that would want to commercialize this in a hurry. Fifth, there is the integrity of the teacher - to teach, first and foremost. You know several states are now beginning to propose legislation that every professor in a university shall teach a certain amount of time. I think that kind of legislation is dangerous. I don't like it at all, if it occurs, who brought it on? This came up in that meeting in Washington in that senator's home. There was lots of cynicism expressed about the fact that "is the teacher really a teacher, is that his main job really, is it first and foremost to teach or is it perhaps to say I only teach three hours a year, or three hours a semester, and by so stating I have status". I think all of you know that this same false status has moved into the community colleges. I could name you two systems where contracts have been negotiated for seemingly minimal teaching. Don't get me wrong. I'm not a person who would say a person should work beyond his energies, but I am saying that we can only carry this kind of philosophy of "less and less teaching" so far because it will come back at us through legislation. The

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The University of California at Santa Barbara became more and more selective about their students. They were a state college and admitted all high school graduates. Then they admitted only the top 2/3 and became a branch of the university, and finally only admitted the top 1/8 - the top 12½% of the high school graduating class. The statistics show that as they became more and more selective, the flunk out rate in calculus remained the same, it was still about 50% of the class. Is that belief in people and the potential of people? Or is it simply throwing up barriers to show how tough you can be? The integrity of a teacher is to create new methods, new concepts, new curriculum, but more than that to discard obsolete methods, obsolete concepts and obsolete curriculum. I was introduced as having been a chemist. I was a chemist. I was a research chemist in industry. I then taught college chemistry as late as 1953, but when I picked up my sons chemistry book from high school about 6 years ago, I couldn't read it. That's obsolescence. Are we willing to admit our obsolescence in our teaching methods, in our content and in our curriculum? The integrity of a teacher is to believe in individual needs and differences, in interests and motivation, in background and environment, in learning ability and in the flexibility of people. In the St. Louis area we have some very interesting communities. We have about a million, six hundred thousand people. There is an inner city that's almost entirely black - two hundred and fifty thousand negroes live there. Some of it is unbelievably horrible. We have students from those areas and they come to our colleges and they live there all day. They get there as early as they can and they stay as late as they can. Some of our faculty are very upset about it as well as some of our administrators and some of our board members. They say do these students have to stay there and clutter up our premises? What would you do? I'd live there if I didn't have a real home. One of our faculty members, an english teacher, came before our board. Every other board meeting we have a faculty member talk about education to our board, because that should be the boards' number one interest. This english teacher got wound up. He was supposed to talk for 10 or 15 minutes and he talked over an hour. He said, "do you realize that you, the board, have responsibility to these people?" He said "open up your doors and make this a centre where people can grow, not just in the classroom, but grow in a centre where there is some life and some beauty and some culture." Another section of our community is very wealthy. I happen to live in it, not because I'm wealthy, but I like the trees in that area. Sometimes I wonder why I live there because some of my neighbors aren't quite in my - let's put it this way, I'm not in their price range. I went to talk to the parents at the high schools about the college. There were four of us on the platform, one from

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Princeton, one from Yale, one from Notre Dame, and myself. That's an interesting combination! As I looked out over the audience, I noted that all the women looked alike. Their tendons were strung out, and they were worried. They were worried about "where is my son or daughter going to go to college?" We have some of those students in our college. I'm just as worried about those students as I am about the students from the inner city. Do the teachers understand the difference in these students? How would you like to go home to that pressure? If I were from one of those wealthy homes I think I'd like to stay at the college all day too. The integrity of a teacher is to believe in a profession designed to provide service to the college, service to the subject field and service to the student and through these then he, the faculty member, and he, the administrator and he, the board member or she, is rewarded. How often have you heard that over the last few years the allegiance of the educator, be he or she an administrator or a faculty member, has changed. It was to the college, it was to the subject field, it was then later perhaps to the student along with the first two, but now it's too often to themselves. Have you heard this? I've heard it, and heard it and heard it. Is it true? Is it true that the teachers are interested more in peddling their foundation grants than in having allegiance to a college or to a subject field or to a student? Sixth, there is the integrity of the administrator. He must provide strong, imaginative and yet pragmatic leadership. It can't be just 'pie in the sky' nor can it be just 'feet on the ground'. It can't be 'for efficiency sake', and I'm going to step on some toes here because I do it all the time in St. Louis and I get in an argument all the time about it. I would far rather have an educator learn how to be a business man, than to have a business man come in and run a college and try to be an educator. And I'll tell you why. We have some wonderful people in business in our district. They're concerned first and foremost with efficiency, with costs, etc. and finally with education. If they were in control they would control your educational program. I'd far rather have a little less efficiency and better education. And this is where the imaginative and pragmatism come together. You've got to be imaginative and keep your head in the sky as an administrator, but your feet have to stay on the ground. You must understand that the taxpayers aren't going to vote for you if you're 'pie in the sky', and the students aren't going to learn if all you're interested in is the cost of each subject field down to the penny, and then pigeon-hole everybody accordingly. The integrity of the administrator is to involve others for advice but also to be able to arrive at decisions and to act. Advice is mandatory! But the ability of an administrator to decide and to act is also mandatory! The integrity of the administrator is to believe in people and that all people are of importance. What I'm talking about is that in any college the guy who drives the truck,

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the secretary, the custodian, the teacher, the sub-administrator the board member, the citizen if you will, the banker, I don't care who it is - are all the same in terms of how they feel and how you treat them. There's no peck system because if there is you destroy a person. I've seen too many people in colleges destroyed because of snobbery, because of the obtuseness of the administrator. The integrity of the administrator to be both a leader and a follower and to know when each is applicable. No leader can be just a leader. He has to be a follower and he has to know the difference. When he's a follower and somebody else is taking the leadership role, he shouldn't try to usurp because he's President or he's Dean or he's department chairman. Seventh, there is the integrity of the Board. I could really talk on this one. The board must work as a unit for the betterment of the students and staff and to avoid at all costs, self-interest splits. A split board will not function. It will not do anything except split a faculty, split an administration and finally split up the community. I could take you on tours throughout this country and show you what split boards have done to colleges and to communities. All for the love of what? Self-interest! I don't usually blackmail people but I blackmailed our board in so far as I could. I said - "you split - I quit". And our board's never split. Maybe they might split to make me quit, who knows. But they never did and so we've had a very dedicated board. It's met at least twice a month for 9 years and in the first 5 years probably it met every week. It's missed one meeting - 6 board members missed one meeting for a lack of a quorum. Just think of it! It has been dedicated to serving the community and to serving the students and that is why I said earlier that at every other board meeting there is a discussion of some aspect of our education program. Although, the last meeting of the board I thought that the English teacher who talked for over an hour overdid it a bit. The integrity of the board is to make policy which is equitable and is educationally sound. When I talked with our board last Saturday, I said, "when I leave, if there's a gap in time without a President, there's one thing you as a board cannot do or you will lose your integrity as a board and that is - attempt to move into administration. You must stay out!" You've done a good job in setting policy, you have a policy manual and that's as far as you go. Once you move into administration, you have prostituted your function. Once you move into administration you're going to have faculty members, administrators, students, and certainly vested interests from the community moving in on you and pressuring you, and you will split the college. The boards job is to make policy, to employ people, to approve contracts and to stay out of administration. The integrity of the board is to be respected by all for the services rendered, and remain above suspicion. We've had some attempts,

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usually on the part of a newly elected board member who hasn't gotten the word yet, to hire friends - to keep people from being hired because they know something about that person - to give favored treatment to a vendor. Today if a new board member misunderstands, the board immediately has an off-the-record executive session without me present, or anybody present and they tell the new board member the facts of life. The board doesn't pressure the administration to employ anybody, to keep anybody from being employed, to fire anybody, or to grant contracts to anybody on a favored basis. Eighth, there is the integrity of the colleges, and this is a whole topic unto itself and I've spoken on this a great deal since I've worked with ACE, but I'm not going to hit it hard tonight. I think it is fundamental that colleges have cooperation and joint efforts together for better service for more people at less cost. How long are we as colleges going to continue to operate unilaterally without working together. I think the desperateness of the situation is such that we are going to learn to work together for the first time in the history of higher education. We presented a united front before the house and senate committees in Washington this year and there were several of us testifying. We represented great universities, the community colleges, state colleges, the liberal arts colleges, the black colleges and there we sat together. Rep. Green said when it was over that this was the finest testimony we've ever had for higher education. Why was it the finest testimony? It was because we weren't grinding our own axe - we were working as a unit. I think this has to happen because the private colleges of America are in desperate straights and some of the public colleges are as well. Yet we continue to go down too often our own separate little paths and fight each other. In Missouri today the situation between the private and public colleges is the worst in the history of Missouri. The private colleges are in a caucus group by themselves and they've attacked the public colleges. The public colleges out of retaliation are doing the same thing. And who's laughing? The legislators! We didn't get a thing out of the last session of the legislature. The only thing that went through was a bill of a punitive nature to take care of students who demonstrate. The integrity of the colleges is to provide education, to keep high quality in accordance with the college objectives. There can be no apologies for our programs - no apologies for remedial education, no apologies for technical education, no aspersions against another college. Each of these integrities that I've mentioned are terribly important.

I want to close with one quotation which describes to me the integrity of the profession, our profession - a philosophy if you will. It's a quotation from Thomas Carlyle - "that there should be one man die ignorant who had the capacity for knowledge - this I call a tragedy."

ACCOUNTABILITY AT THE STATE AND PROVINCIAL LEVEL

DR. S. V. MARTORANA

There are many reasons why I am pleased and I believe very much privileged to be a part of this International Conference on Community College education. Not the least of them is the opportunity to come back to Port Huron and to see St. Clair County Community College which is the outgrowth of Port Huron Junior College, one of the institutions I made a special study of in connection with my doctoral dissertation at the University of Chicago. It brings back many memories to come to this city and recall the Junior College which was over in the old courthouse and see these buildings and hear from President Norris the current status way beyond what they dreamed of when I was making my study and more than that, hear the plans for the future which are even for bigger and better things. Also, I appreciate the opportunity to become a little bit more acquainted and closer to the Community College development in Canada - a development that is coming along in great style. Although much more recent than the Community College development in the United States, it is beginning to show a vitality which I think will keep those of us in the United States working in the Community College field on our toes. We need be careful lest we look behind us and see, as old Satch Paige says, you know, 'don't look behind, you'll only see someone else coming up and passing you'. And I am quite sure that the Community Colleges in Canada may just well do that if we in the United States are not very much on our toes. It is also a pleasure to be a part of the conference where among the people acting as consultants and resource experts, are the sort of people such as Ray Schultz, Joe Cosand, Bob Cahow, people who are dedicated and extremely active and helpful in keeping this important level of education moving forward.

In a sense, it puts me on the spot being the third or fourth person to appear before you in the row of principle speakers, because so much of the views expressed by these men are views which I share and hold in the very strong fashion. It reminds me of the story, short story, which some of you may have read years ago. I remember reading it when I was in elementary school, by Everett Edward Hale, entitled, "My Double, and How He Undid Me". If you haven't read it, or if you have, I might remind you a little bit about the plot of that very clever short story. It had to do with a rather lazy, New England minister, who was always being invited to speak to community groups, and found this a rather boring exercise. He fortunately found one day in his travels, a person who looked exactly like himself. So he brought this vagabond into his parsonage and cleaned up his attire and his manner of bearing, and tried to teach him

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to be his double. The only catch in the situation was that the double was not too bright, but the minister did succeed in teaching him to accommodate to four very routine and recurring situations in the life of a minister in a New England town. I won't go through the whole story but one of the four situations was that of being the third or fourth speaker in community gatherings and this always was a challenge and a bit of a tiresome assignment to the minister. But knowing how typical they ran, he taught the double, who as I said, was not too intelligent, one very short and appropriate speech no matter what the situation might be. He told the double, "When you are invited to be the third or fourth speaker in a community gathering where you will be in my place doubling for me, all you need to do is stand and clear your throat and then say, 'there has been so much said and on the whole, so well said, that I will not occupy the time', and then sit down." Well, I am somewhat like the double in that spot. I am almost inclined to say, "There's been so much said and also so well said, I will not occupy the time", and that will cover my topic. However, that might undo me in the way the story actually ends up in the case of "My Double and How He Undid Me". I will not give you the punch line. You can go back and read the story. I will not take the risk of my own undoing, so I will give my speech.

I should like, knowing that the spot I am in that I may be repeating something that you've already heard, to organize my presentation around three parts. I should like first, to give some general observations of mine concerning accountability as a new concept in education. Secondly, I should like to present a rather brief examination of the scope and depth of the concept of accountability in education as I see it. In this I shall present fairly I think, my own bias' and prejudices' that you can shoot at later on in the day in the reaction period or use them to any constructive purpose you see fit. Thirdly, I should like to make some comments about accountability with respect to the community-junior college level of education quite specifically in Canada and in the United States. And finally, within this framework, I shall present my own views on the role of the state level or provincial level of Government, control, administration of community college education in the realm of accountability.

Accountability as a concept in education, as I understand was brought out to you yesterday, with all due respect to current writers and researchers who are making much of the subject of accountability, is not a new concept. The educational libraries in the United States, in the universities, and in our state and national agencies of Government, have in them numerous reports of close and critical examinations of our educational systems and their performances. In England, and in Canada, such reviews have been made almost periodically by Royal Commissions and other

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agencies - some official and some unofficial. In the United States there appeared such a landmark study as the National Survey of Secondary Education during the early stages of the depression years, and later the Eight Year Study, a classical examination of the productivity of American secondary education, and more recently regarding higher education, the celebrated report of the Carnegie Commission to which Joe Cosand made several allusions yesterday evening.

Educators in the main have always, I believe, sensed a keen sense of responsibility and accountability for their efforts. They must from time to time, be reminded, however, that they need to retain their sensitivity and to sharpen it. It is unfair, however, to suggest by emphasizing the concept of accountability anew, and sometimes it could be interpreted as presented today in the literature, that workers in our schools and colleges are acting irresponsibly. Nothing could be more untrue or unfair.

There are, I think we must add quickly however, some good and strong reasons why the current, very significant, interest in accountability in education arises. Let me just identify a few of these current pressures and relatively recent developments which give rise and make valid a current concern about accountability in education.

The first one I would mention is the shifting in the sense of purpose for education, particularly higher education. There has been shift in recent years, from the primary purposes being held for our schools and colleges. I am talking predominantly about the United States at the moment, but I think some of this same observation applies to all of the nations in the so-called free world. There has been a shift from concern for a maximum of productivity in the Science and Technological centres to two-way concern for social and cultural improvement and reform, shift from an effort to catch up with the country behind the iron curtain which had succeeded in getting a Sputnik up in the stratosphere before the free world nation had; shift from that kind of concern, largely scientific and technologically based, to a more recently expressed concern about the health of our cities, housing, ecology, human relations, and this different kind of productivity of the human intellect and the proper result of education.

A second factor somewhat related to this is the rise of student activists and the public reaction to student activism in recent years. This, too, I believe is another contributing factor to the current interest in accountability. The events of the past four

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or five years dating back to the riots at Berkeley, University of California at Berkeley, Kent State, Jackson State, the riots of students in other countries, in France and other nations as well, in Europe and South America and elsewhere in the Western hemisphere, at first created a shock on the part of the public supporting the colleges and universities. Then there came a more sober reaction in which some hard questions were asked. Do the young people have some validity in expressing their rage and their reaction to the establishment? Are some changes in order? And out of this slowly emerged such words as "relevance", raised by the students first. "We are not getting relevant education" they said. So the establishment had to examine its case in response to that statement and this gave rise, among other things, to greater attention to accountability.

A third factor I might mention is the movement on the part of faculties to organize to bargain collectively concerning their working conditions and their relationships with the administration of a college and university and to the supporting constituency and to the students. This bargaining on the part of faculty started first in public schools and is now spreading to the collegiate and university level. There seems to be no abating of this. In fact the trend is toward more and more organizing of faculties for purposes of collective bargaining. The bargaining process I wish to submit to you, forces exposure and discussion of both the processes of education and its productivity which again leads to the questions of accountability. And again, at first the public reaction to the faculty insistence for the right to bargaining collectively and organize to do this was one of resistance, questioning. Among the questions asked was, "How can the monopoly by the classroom teachers of the educational process in our schools and colleges be broken"? And in response to that question came such suggestions as, "Well, use different techniques, don't rely on the teacher and the conventional techniques. Start adopting some of the new approaches to the educational process, the teaching-learning process, which do not rely so much on the teacher, or at least not the organized school and college structure". Commercially developed teaching techniques, private enterprise in education, performance contracting, and agreements like those developed in this regard at Gary, Indiana and Texarkana, Texas emerged where performance contracting with private, commercial enterprises was emphasized. This too, I think, gave rise to another line of discussion which in turn is contributing to the current interest and concern about accountability.

A fourth factor related to the one I just mentioned, is the emergence and refinement of measurement techniques and devices. For years, teaching was viewed at least as much as an art as a science, and many authorities contended that teaching productivity could not be measured because it had to do with an artful performance.

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This point of view is not untenable as two developments continue to take shape and are more and more refined. One is the better understanding of the learning-teaching process which, thanks to the work of certain educational psychologists, people concerned with the learning theory like Skinner, and others, has now progressed to real application. As a result we see new teaching techniques now in some actual use in computer system instruction, programmed autotutorial textbooks, and cassettes, and even televised instruction. Stressing the identification and reaching of clear-cut behavioural objectives is on the increase. Whenever you have clearer objectives of teaching and sharper learning techniques related to those objectives, you sharpen evaluation potential, and you sharpen the possibilities of talking meaningfully about accountability.

The other of the two developments just cited is the emergence of better and more precise educational management measures. We are now able to talk, I think, much more intelligently, validly, and reliably, about "unit costs", what we mean by "full-time equivalents" and many other expressions that relate to the jargon and the practice of educational management. By virtue of these concepts becoming more precise, more sharp in their definition, and more widespread in their utilization there is again a contributing factor to responsiveness in the realm of accountability. I shall have more to say about that in a little bit.

The fifth and last current force that I would mention which is developing an atmosphere and a climate for appropriate attention to accountability is the scarcity of money. I deliberately put this last because I don't think it's really as compelling a force as these other matters, but it's not to be denied. Whenever there is a scarcity of money, there is a higher demand on the part of the supporters of education for an accounting for the money that is provided. During the fifteen to twenty years after World War II, money for education was relatively quite easy to come by for the reasons that I mentioned earlier. The reasons were chiefly the drive to catch up after World War II, and the drive after 1958 to catch up with the science and the technology developments of other countries. Especially from 1958 to 1968 there occurred a decade that was really one where higher education in a sense predominated. It became a bit spoiled with the notion of plenty. All educators had to do was show the case or the need as they saw it for more money and it was amazing how easily and quickly it came. And then the well started to dry. In the last three or four years supporters of education have shown an increasing questioning of why the requested money is needed, why that much, and what would it be used for. There have been tax payers revolts against bonding and tax levies for support of lower-school education and against the provision of money to support colleges and

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universities. There has been a question raised, as Joe Cosand pointed out last night, of who benefits from education. It asks should the persons who really benefit from higher education as individuals be made to carry a greater part of the burden of its costs. When money is tight, accountability and the demand for stewardship accounting is even greater.

So much for the background of why there seems to be a greater pre-occupation with accountability in this day and age. I would like to turn now to my own more refined definition of accountability. Up to now I have been using the word with no more precise definition to help you think any particular meaning of the concept that I might attach to it. Now I should like to stick my neck out and offer what is in my view, the essential elements of the concept of accountability, first in general, and second, as it relates to the community-junior college level of education.

With respect to the general applicability of the term, accountability might be defined, it seems to me at least, with three facets of the educational process or operations in mind. First, the person or groups of persons who are to be accountable; who is it, who are going to make the accounting? Second, the person or group of persons or agencies to whom the account or accounting is to be made; who has the authority to ask for an accounting and why. And finally, the third aspect of the educational process that has to be defined, I think, if you are going to talk about accountability rationally, is the goals or the purposes against which the measurement of the accountability is to be performed.

The first of these three facets of the educational process I think is the easiest to answer. Who is to be accountable? The answer of course, is those of us that are in the enterprise, the faculty, the administrators, the board, the controlling, supervising, administering agencies; the workers in other words, who are carrying on the education enterprise. We have to be accountable.

The second and third aspects of the question however, are a little bit harder to pin down. I think they require a little more analysis and thought, particularly with respect to this business of the goals or the purposes against which we are to be accountable. A writer-philosopher once observed, "unless one knows to what port he is sailing, no wind is favorable", and I think that is especially true when you talk about accountability. Unless educators in schools and colleges more willingly declare their goals and why, no accounting - sensible accounting, is possible.

Canadian and United States schools and colleges, I have observed, have identical goals and types of clientele. It is important to note that they are therefore multiple purpose institutions. They

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are expected to preserve the culture of their nation, and in that sense workers in the schools and colleges are accountable to the general body politic for the preservation of the culture of our nation. The schools and colleges are expected to produce discriminating, wise active citizens. They are expected to produce productive workers, people who can hold jobs and do things needed to sustain the economy, and do this well. In that sense the colleges and those of us who work in them are accountable to the enterprises that make up the economy, business, industry, the professions, civic and cultural service agencies, all for whom we are producing supposedly, qualified effective workers. The schools and colleges are expected to produce self-propelled, self-sufficient, able individuals, and in that respect we are accountable to the student because if we fail to do this we have failed to serve him.

Finally, I would submit that our schools and colleges are expected to produce all these things with a maximum of efficiency and economy in the use of scarce resources, and in that respect we the workers in the colleges, are accountable to the taxpayers and their supporting agencies. This element of accountability exists for personnel in both public and private institutions. If one works for a private college, there must still be a supporting agency, staff members are accountable for meeting the goals of their employing institutions with a maximum of efficiency and economy of the resources provided, and those are always scarce.

The point I am trying to stress with these diverse aspects of the concept of accountability is the impossibility of the use of any one method of accounting. Any one method just will not prove fully effective and useful in meeting today's demands on us for a multi-varied accountability. We must speak to all the purposes, we must speak and be accountable to all the groups that I mentioned, students, political leaders, taxpayers, and our general society.

It is interesting to me to notice how we tend to overlook our accountability to the student, and not just in the sense of providing him good instruction. On this score I would like to tell you a little shocker that I received recently. A few months ago, I was given the assignment in the State University of New York system, to chair a symposium which was brought together to help provide some background discussion to the preparation of the 1972 Master Plan of the State University of New York. This is a plan which by law must be pulled together and reported every four years, and we are now working on the 1972 Master Plan. The symposium was organized so as to have representatives on it from among the institutions in public higher education in New York State, of the faculty, administrators, boards of control, and advisory councils, some lay people, and a few students. The particular symposium for which I was responsible as chairman was given the assignment of talking about "the quality of the campus experience". In our

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discussion in one session we were examining what we meant by campus experience - what is a campus, and other related questions. One of the students advanced an observation which just set me back on my heels! We had been talking about tests and grading practices, and availability of instructors as setting the tone for a campus experience, and this student said, when he was able to get the floor in the discussion, "It's interesting that all of these evaluative measures are being put on the student in relationship to his accomplishment of objectives set by the college and his progress through the learning materials and experiences set by the faculty and the administration, sometimes with student advice, and this is all well and good, but," he said, "notice that nowhere in your scheme of things have you come upon a way to evaluate and grade, if you will, the impact on the student of the campus experience you create. You create a campus experience. But nobody's grading it against its impact on us. Wouldn't it be nice if you would let the students (and you could get together and help the students to do this) work out a system of evaluative criteria on which we would grade a campus in terms of its impact on the students, beneficially or negatively, we could say Campus Experience A is just wretched because it isn't doing things that you want it to do for the student, but Campus Experience B is excellent?" When we ponder that awhile, and we can begin to get some appreciation, I think, of how ramified this accountability business is. The students have a right to ask us to account for what we are doing in terms of constructing a campus experience that is supposed to affect their lives. Last evening's address by Joe Cosand gave a splendid view I think, of the range and depth of accountability as it relates to the community college, if the community college is to be a social institution of integrity. I agree wholeheartedly with the observations that Joe so eloquently brought out.

The danger to the community junior college as a socially viable and educational institution in Canada and in the United States in my judgement, is the possible loss of its integrity. If you don't think this is a threat, read the report made early this year to the Secretary of Health, Education and Welfare recently by Professor Frank Newman, of Stanford University. He pointed out a number of ways that, in his language, "community colleges are pulling away from doing their own thing" and trying to become like other agencies of education which have a different mission. In that process, he suggests, they are threatening to lose their identity and their integrity. Community-junior colleges, I believe, must preserve, improve, emphasize, and expand if possible, their commitment to several concepts which are truly the wellspring of their reason

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for being and therefore their integrity.

At the risk of establishing some of the same points that Cosand did, but in a different way, I should like to tell you what I think these commitments are.

First of all, there is this business of access and opening opportunity for education, a phenomenon that is not unique to Canada or to the United States. A world wide educational revolution is happening, if you will, in which the community-junior college level of education by whatever name it is given, whether it is an applied arts and technology college, or an institute, or an area vocational school, the commitment is to expand the opportunity for education and reorganizing the educational structure to do this. I would like to quote for your benefit in that regard, an excerpt from an article by Frank Bowles that appeared last year in the College Board Review about the "world revolution" he calls it, in education. These few paragraphs are taken from his article.

"The educational revolution that we call democratization seeks to eliminate all restrictions upon educational opportunity whether based on class, economic status, race, or on a quota system imposed by the professions. Its idealized goal is the dedication of the formal system of education to the full development of the talents of each child. Its practical task is to relate individual development to an expansion of opportunity within the society."

Now mind you, he is talking about all education at this moment. In the next paragraph or two, although he does not specify it, he brings it closer to community college education. Going on with the quote:

"The form of the revolution varies from country to country, depending on the development of its educational system, but its target is always the barrier or barriers that separate the universal level of education from the next higher level."

I think that's a terribly insightful sentence or part of a sentence; I'll read it again, "But its target is always the barrier or barriers that separate the universal level of education from the next higher level". Then he goes on to say:

"Where the University was once protected by a long succession of requirements that eliminated unsuitable candidates reaching all the way back to the elementary school, it is now protected only if it is surrounded by a broad band of alternative programs of higher education that also lead to professional status." In other words at this stage of educational development, the university is being protected by the very institutions that compete with it...Finally it may be noted that the onset of democratization in education (or the triumph

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of the educational revolution) does not mean the end of selection, standards, university leadership or university training of the individual who will eventually take on national leadership responsibilities. What it does mean is that the search is on for new ways of accomplishing what the traditional elite universities accomplished. If these ways are found, the university will reach higher standards and achievements than ever before and will in fact, become more intellectually elite than it has ever been, in the truest and finest sense of that word." ¹

What he is pointing out is that if the university in the traditional classical sense is to be protected, then other mechanisms have to be found for providing universal or open access education. This is necessary to let the university remain selective.

In this regard the community college has been playing a positive role for the last fifty years in the United States and is now beginning to play the same role in the last fifteen or twenty years in Canada. Leonard V. Koos, a citizen-resident of Michigan and a scholar in community college education for many years was a prophet of this development. In 1920 he wrote about the community-junior college and stressed that one of its functions was to reorganize the public higher educational structure in the United States. It would do this by opening up college enrollments and forcing a new concept of open access post high school education. This is happening in our time right now.

The second commitment is to comprehensiveness of service. In this regard I should like to quote again, but from another source, this time from a report on the community colleges in Canada written by Gordon Campbell, showing that this concern for comprehensiveness is as much a commitment of the Canadian community colleges as it is of those in the United States. He writes at the end of his analysis of the community college development in Canada where he is looking at trends, this paragraph:

"A third trend is a movement toward comprehensive institutions with generalized curricula and away from specialized colleges. Programs available to the part-time day or evening students seem bound to expand. (Unfortunately, the area slowest to develop in terms of community inclusiveness is that of programs for persons beyond the conventional student age)."²

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¹ Frank Bowles, "The Democratization of Education--A World-Wide Revolution," The College Board Review pp 11-13, No. 73, Fall 1969

² Gordon Campbell, "The Community College in Canada" Universities and Colleges of Canada, 1971. Assoc. of Universities and Colleges of Canada, Ottawa, Canada, p.20

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His point is clear. The Canadian community colleges are adopting and accepting the commitment to comprehensiveness.

A third commitment is to local community identification, and again from this study by Campbell a quote which I think is appropriate - he says with regard to fundamental principles for planning and developing the community college:

"These include: a desirability of control vested in a local board; administration, curriculum and facilities of colleges ought not to be simply weak copies of traditional higher education; the requirements for close liaison of the college with community agencies; the importance (though not always demonstrated) of competent professional guidance services: the legitimate clientele of a college is both the full-time and part-time students; the need to allow a mature and progressive decision as to further occupations in various fields of study."³

The point is again that there is a commonality in the Canadian community college philosophy and that of these colleges in the United States. In both nations the emphasis is on a strong identification with the local community.

Finally there is the community-junior college commitment to the individual student. I will not belabour this point because I think Joe Cosand did such a good job with it last night. Community colleges, if they are to be accountable for living up to their purposes, however, above all else must keep the focus on the individual student. That means keeping the focus on the teaching-learning process rather than on research and discovery of new knowledge, the scholarly activities of the university. It means also stressing counselling and guidance to help the student match his talents, abilities and ambitions with opportunities in the society and in the economy. The college must be committed also to providing a wide breadth of programs so the student in fact has a choice in what he wants to do and what he may be able to do. The college in addition, is obligated to keep the cost low so that the economic barrier will not be a compelling one in denying him access to self-fulfillment and social productivity. And finally, must carry its programs close to the place of the students home and job in order to make it possible for him to carry on his studies while he is at home or at work if this is his wish and to his advantage.

From the position I have indicated, then, there flows a clear role for the state or provincial agencies to follow in discharging their part of the accountability picture. Put perhaps over-

³Ibid, p.18

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simply, the accountability on the part of the state or provincial agencies relating to community-junior college education is on the extent to which these agencies help the community colleges to accomplish the goals just indicated and to maintain the commitments that I have just indicated. In other words, state level agencies and provincial level agencies ought to be helps, not hinderances to the advancement of community colleges in their particular jurisdiction. At breakfast this morning a president of one of the community colleges in Michigan reminded me that sometimes state agencies are more hinderance than they are help in moving the community colleges toward their stated objectives. I agreed with him to the extent that this is so, the state agencies or the provincial agencies are not being responsible or accountable for a proper fulfillment of their mission.

From my own job in New York State where I have a state-level responsibility for 44 two-year colleges enrolling over 200,000 students and bearing operating budgets last year of over \$200,000,000, from my work with the National Council of State Directors of Community-Junior Colleges, and from other contacts with other states, I have identified several principles for operation of the state level and provincial level agencies for community-junior college education which I would like to submit to you.

First, such agencies should observe the principle that as much control and management responsibility as possible should be vested in and kept at the local campus and institutional level. Now this in a sense, puts me in a role of being a heretic or a disloyal person to the state-level agencies, and I do not intend that to be the case at all. As I indicated, the purposes of the community college are to be close to the community and to have clear cut educational purposes which can best be discharged at the local community level. If that is the case, then the state agency should aid and abet the general posture and not get in its way. Ideally, there should be local boards of control at the local level to work with local administrators and faculty to run the school. There are many advantages to this. Among them, it makes it more possible to get the badly needed resources. I think it's much easier to get resources for the community college when you have a close linkage with the community than when you have a detached administration in the distant state or provincial capital. Let me give you a little illustration of some evidence which I think supports this conclusion.

Last year the Governor and Legislature of New York State were asked to provide \$92,000,000 in state funds to help support the community college operating budgets. Last year was a bad year for practically all requests for fiscal support from state tax

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sources; cuts were much more the order of the day than approvals. Yet in this generally very negative state governmental climate, the community college request held up completely. Not a bit was cut. This was no accident however. I believe that much of the credit for the accomplishment must be given to the work done on behalf of their community colleges by the local boards of trustees, both as members of total boards and as individual citizens.

The second principle I would advance is that the state or provincial agency should concentrate on identifying those particular interests that are uniquely of concern to the entire state or province in community-junior college operations and services and, furthermore, to concentrate on developing and maintaining a positive, constructive balance between these statewide or provincewide interests and the interests that are local in character. What are some of the broader state or provincial interests that cannot be given proper and balanced attention locally? Here are some that will illustrate the point:

- (a) that there be no wasteful duplication in programs and services offered by the several community-junior colleges in a state or province
- (b) that neither shall there be any serious gaps or deficiencies in the completeness of services in community-junior education to people who need them
- (c) that at least a minimum level of quality be preserved in all programs and services offered by any college in the state or province
- (d) that no community-junior college, because of local pressures like community pride or wish to have other types of educational programs and services, be permitted to abandon or to de-emphasize its community-junior college role and commitment. (This is not to say a locality that needs a college or university which offers bachelor's degrees and advanced graduate and professional studies should be denied these. It is simply to say that the state or provincial agency has the duty to see that they are provided by means other than a conversion of a college of the community-junior type to one of a university type); and, finally
- (e) that there be a smooth articulation or sequential educational experience provided from the high school to the community college to the advanced levels of study or to work soundly built in the educational plan and in the

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educational structure. Only an agency with a state-wide or province-wide perspective can examine these propositions, test their status and measure effectiveness of operations concerning them.

The third principle is that the state or provincial agency should concentrate on formulating guidelines, standards and regulations for planning, developing and maintaining the state or province-wide system of community colleges and not get into the business of local administration. Joe Cosand said last night, boards of trustees should not get into the business of local college administration, so state agencies, I submit, should be concerned with state-wide interests, state-wide standards, state-wide minimum requirements and not with the business of local college day-to-day administration. Hiring and firing people, administering local budgets, once approved, supervising student activities, such business is the business of the local college. Planning within the local area is also the business of the local college.

Finally, and related to all that I have said before, the state agency must constantly examine and evaluate the performance of the individual college against agreed upon and stated objectives. Again the criteria can be worked out in consort, having involved in the process representatives from many agencies, many levels, local and state, as well as outside consultants, advisors, and expert help. But only an agency with a state-wide or province-wide perspective can, I think, effectively carry on this examination and evaluation function.

One other which I think can be added to this list of numbered principles is that the state or the province-level agency would have to accept as its responsibility the getting of support for the community college at the state and local levels. This means standing up before the state legislature or the provincial governmental parliament and asking for the needed money. It means helping to make the case for the community college, for the state or province-level aid. It means also going after the Federal government to get legislation for money and support of the community colleges.

I must say, in the United States we have a very spotty record on this from state to state. Some states have a very fine, aggressive, helpful leadership at the state level. Others do not and the local community colleges are left to go it alone, and individual states fall all along in between these extremes.

The National Council of State Directors of Community-Junior Colleges, I think, is one agency that's working toward getting a more even accomplishment of state-level leadership and responsi-

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bility among the 50 states. And in this regard I would say, that perhaps the time has come when the agencies and the officials at the province level in Canada might join with the National Council of State Directors in the United States so that we could have an international outlook to reinforce each other in their work. In this way provincial and state officials will work together to find ways and means to serve on behalf of the community colleges which operate at the local level.

In conclusion then, I want to say that accountability is with us and for us all. We all have to speak to it, know what is involved in it, and be responsive to it. If the state community college agencies in the United States, the agency at the province level responsible for community-junior college education in Canada, accept and stand accountable for their practices and their performances against the six principles which I have just set before you, I am confident that the community college movement in both Canada and the United States will continue to grow and to prosper. Thank you.

MANAGEMENT TECHNIQUES AND ACCOUNTABILITY
IN EDUCATION

T. M. ZAHARCHUK

As I see it, the concept of accountability relates to the multiplicity of responsibilities which are attributed to the education sector in twentieth century society. These responsibilities are broad, multi-dimensional, and confused by the ever-increasing size of the entire education system. As the system grows, and more and more taxpayers become aware of the extent to which it is responsible for burgeoning government expenditures, more and ever more confusing demands shall be placed on the education sector to hold itself accountable for its actions. Thus, to the extent that the education sector creates greater claims for scarce government resources, one form of accountability is represented in the statement "justify your use of public resources"!

Also, there is another more internal form of pressure in the education sector relating to accountability; this one is particularly pervasive in the higher education sector. That is, given the history of the university as an institution and the traditions which have emerged with the growth of the university in Western European and North American societies, the university is a difficult organism to control or manage. In fact the very use of the word "administration" to describe the management of university systems, reflects the existence of unique power relationships in these institutions. Webster's dictionary defines the word administer as "to manage, to give out or dispense, to furnish help or to be of service". Nowhere in the definition is the term control introduced and, without getting into semantics, one notes that control is an action which is rarely initiated directly within a university system. Instead, if they wish to manage and direct the processes and outputs of their system, university administrators must recognize the existence of at least three relatively autonomous groups who are each motivated by a set of divergent goals and ambitions. The groups in this Holy Trinity are students, faculty and administration; none, except perhaps administrators, can be manipulated at will. Each must be treated separately, delicately and with the full recognition of their power and unique discordant objectives.

Of course, not all students are violent activists. Nor are all faculty members self-seeking publicity hounds with a penchant for politics. Indeed most students are at university in order to get an education and prefer a quiet education to a violent one. And most faculty members are interested in maintaining a quiet contemplative academic style of life which can not be attained in a campus rocked by turmoil. On the other hand, the essential point remains. Universities and colleges are not unambiguous institutions, classified by a single and simple objective. They contain a number of groups whose objectives differ. Often the power and stridency of these groups make it necessary for university administrators to hold the university and

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its operation, accountable to students and faculty alike. Consequently, university administration can be identified with a constant search for identities of interest between the various interest groups and this is often a difficult search indeed.

Perhaps the classic item of academic research into this matter has been carried out by Gross and Grambsch who wrote the study University Goals and Academic Power for the American Council on Education in 1968. This study was based on intensive and wide-ranging surveys of academics and administrators in a large number of American Universities. A real attempt was made to distinguish between respondent's perceptions of existing goals in their universities and on what the university's goals "ought to be". Major findings of the Gross/Grambsch study were:

- a) Goals related to the needs of students rank very low on the list of both academics and administrators,
- b) goals related to any definition of "output", or any contribution of the university to the outside world, do not rank highly as either perceptions of existing goals or decisions on desired ends, and,
- c) academic freedom is the only goal which receives unambiguous top rating for both faculty members and administrators.

Gross and Grambsch's findings have very serious implications on the whole subject of accountability. They show a major discordance of goals between only two of the three major interest groups existing in all colleges and universities. But in addition, and perhaps just as important, they reveal the amorphous and confusing nature of objectives as they are defined in the university setting. This confusion is based on two problems. First of all, educational theory has not yet operationally and clearly defined the nature of educational outcomes or, educational output. Until these definitions are made, and we can clearly define the extent to which education affects the behaviour of human beings, and for that matter can define the social and individual values of these behavioural changes, the nature of accountability and the responsibility of the educational system to society and individuals will not be clearly explicated. Secondly, a clear definition of educational objectives as well as educational outcomes is enshrouded in the acrimonious rhetoric accompanying the debate between interest groups on and off campus. How do we define "academic freedom"? Is it a vitally essential component of a progressive university sector, or it is a palliative raised by academics who wish to obscure their own social and educational responsibilities? Or, as teachers protest long hours in the classroom and large student/teacher ratios, is this a well-motivated claim for better learning conditions or is this a demand for better working conditions? Perhaps the answer to the question lies in the analyst's own philosophic and emotional state of mind.

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To summarize what has been said thus far; accountability in the education sector, is a call for social responsibility on the part of educators. At one level, the insistence of the demand for accountability is pre-conditioned on the rapid rise of public expenditures on education. On another level, the demand for accountability is based on emerging political forces on and off the campus. The entire process is confused even more by the fact that administrators must share their authority with the various pressure groups in the system. This means that administrators must use political processes instead of power in order to control and search for identities of interest instead of pulling rank in order to get things done. The whole process is made even more difficult by the fact that it is hard to define nature and outputs of the educational system.

Now after these despairing words about the difficulties of achieving any meaningful sort of framework for accountability in the university system, let me turn to more optimistic thoughts and the work of my firm, the Systems Research Group and its relationship to the notion of accountability. Those who have heard of SRG and know that its major credentials are in the area of management information systems and computer assisted planning models may be surprised to hear me strike a relationship between accountability and computers. However, good management or administration depends upon comprehensive knowledge of all aspects of the system. So even if we can not control the operation of a university by twisting and turning the dials, as would say, an engineer over a production process, it is still necessary to have a reasonable knowledge of the effect of administrative policies on the various interrelated components of the university system. And more important, universities and colleges consume scarce resources. If a university or college produced a free service, costing nothing, then there would be no accountability or responsibility problem. Many of the problems existing in education today, are founded on decisions made in the distant past, decisions whose future ramifications were not completely understood at the time.

I am relating accountability to good management, and I am suggesting that good management of university systems is predicated upon adequate information systems. Adequacy is defined as the extent to which information contained in the system offers a generic representation of the university system processes and the extent to which this information relates to the needs of decision makers.

If a university's environment can be broken out into an external and an internal sector, then good management can be defined as a sensitivity to the pressures of both of these environments. Sensitivity is conditioned on an accurate recognition of the political pressures and processes in both internal and external environments. Any usable information on the nature of these processes is, in a very fundamental sense, a contribution to good management.

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Now, let me describe the nature of some of our projects and their relationship to accountability and good management.

Our major project during the past year and a half has been the design and implementation of a multiple purpose computerized planning system for the colleges of applied arts and technology in the province of Ontario. The planning system has two modules: a management information system which contains data on stocks of staff, students and space, and a large scale computerized planning model custom built for each individual college and designed to simulate their operations.

The management information system has been called the Individual Specific File (ISF), given the nature of the data gathering and data retention techniques embodied in it. It has been designed to satisfy most external reporting requirements, such as those of the Dominion Bureau of Statistics, and provide information useful to administrators at both the school and province level. For example, eventually the ISF system will be a useful mechanism for enrolment forecasting. It has already been used to provide an analysis of the socio-economic background of students in the community college system. We have learned that a significantly large portion of community college students have come from low socio-economic classes. In other words, a relatively small portion of these students came from families where either the mother or the father, or both, had not even completed high school.

Next, let me describe the simulation model, called the CONNECT/CAMPUS system (CAMPUS is an acronym for Comprehensive Analytical Methods for Planning in University Systems). The model is large and complex, containing approximately 50,000 Fortran statements. Its basic input file must be custom-designed for every college in which it is applied. Briefly, it accepts data on the organizational structures, student flows, staffing and hiring policies, space requirements, equipment and other resource requirements, cost of resources, academic policies, programs and course structures, and a whole range of other operating characteristics of the university. When input the model generates reports on the resource requirements of various loads of operation for the university.

The model's simulation capabilities are fundamental to its utility. It has been programmed to accept simple commands which postulate different modes of operations for the college (assumptions on different section sizes, staffing policies, enrolment forecasts, and any number of hundreds of policy changes) and simulate the results of this in terms of the resource requirements of the college system over time.

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Now, how can the CONNECT/CAMPUS system be used, or how is it being used, to make community colleges more accountable to their various constituencies? First, to the provincial government the CONNECT/CAMPUS system provides comprehensive reporting on fixed format reports so that all colleges submit estimates of requirements based on one set of common denominators and one basic set of operating assumptions. Thus, the provincial government can require all colleges to submit a set of five year plans and receive a system-wide set of plans which have all utilized the same "language of analysis". Planning submissions do not bind a college to a particular mode of operation, but the provincial authorities can readily comprehend the entire college systems' perceptions of future economics, social and educational circumstances. The provincial education authorities can thereby make reasonable, structured and intelligent budgetary submissions to the Provincial Treasury Board and can easily answer the question, "why is it costing so much to educate so many students?".

But the major import of the CONNECT/CAMPUS system is in its effect on decision-making within individual colleges. CONNECT/CAMPUS contains a set of planning-programming budgetary procedures and program costing capabilities. Therefore college administrators have the opportunity to rationally allocate resources to programs, each with their own particular impact on the community, with full knowledge of all of the marginal costs of expanding or contracting each program and all the opportunity costs of the resources of the entire college.

I should point out that CONNECT/CAMPUS by itself, will not sensitize college administrators to their constituencies. It merely provides a vehicle for sensitive administrators to operationalize their sensitivities and gauge their effect on the resource requirements of a college, through the laboratory of a computer simulation model.

CONNECT/CAMPUS does provide the capability for a major form of sensitivity by providing a mechanism for decentralization of responsibility and authority in college planning. This is inherent in the PPBS procedures identified with the system and a Planning Cycle which is a recommended part of the system. In the first step of the planning cycle, individual academic departments (faculty, chairmen, deans, etc.) establish their own academic priorities and formulate policy variables which may be input into the computer model. The model is run to simulate resource requirements over five years of operation implicit in the policy variables defined at the academic departmental level. The results are then compared to resource forecasts, and in Ontario revenue forecasting is relatively simple since the invocation of a formula financing system.

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Senior level administrators enter into the next step of the planning cycle. After the model has been run to simulate five years of operation on the basis of academic department expectations and the results are compared to resource forecasts, senior college administrators must decide on college priorities in the face of resource scarcities and rationalize academic department proposals from the perspective of the entire college and its perceived community requirements. At this level of decision-making, some trade-off must be made between program plans and the anticipated revenues of the college.

The essential point of this entire exercise is that the CONNECT/CAMPUS system acts as an intermediary between the three general levels of authority within the whole college system. Each level of authority has its own objective-perspective, defined by its role in the system. Provincial authorities are responsible for allocating resources throughout the entire college system and respond to some perceived set of province-wide objectives. Senior college administrators are concerned with the impact of their entire college within their college attendance area. Administrators of individual academic departments are program-orientated and naturally wish to maximize the impact of their own programs within their college area.

The dialogue between these three levels of authority is fostered by the CONNECT/CAMPUS system by:

- a) Providing a basic language for describing the operations of all levels of the college system.
- b) Providing an inexpensive modelling and simulation device which may be used at both the academic department and college level.
- c) Documenting, for all levels of administrators, the resource implications of operational decisions over a future time frame.
- d) Forcing administrators to explicitly define the assumptions and nature of all of their decisions.

I am confident of the success of the CONNECT/CAMPUS project in the community colleges of Ontario. The reason for this confidence is a recognition of one of the implicit assumptions of the process; it has deliberately been designed as a tool for the decentralization of authority in the college system. Coinciding with the application of CONNECT/CAMPUS in the community colleges, is the invocation of a formula financing system which relates cash flows to colleges with enrolments and program structures. All that the CONNECT/CAMPUS system does is ensure that individual colleges will go through a planning

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cycle and will have to document their future aspirations, and, provincial authorities will have an accurate forecast of the resource implications of all of these aspirations in one common analytic language. The actual outcome of this whole exercise should be apparent early in 1972 when all of the colleges have gone through one planning cycle.

At this point we have only discussed the notion of accountability from the perspective of the techniques of good management and only with reference to the Connect/Campus System. We now turn to other techniques for providing information or sensitizing administrators to social responsibility in the education sector. I refer to techniques for measuring the social impacts of education, or its outputs. Specifically, these are cost-benefit or cost-effectiveness studies of education wherein economic criteria of performance are applied in order to evaluate educational programs or systems. The relationship between economic criteria of education performance and our conference theme of accountability is obvious, any objective measure of the impact of education on society, be it the economic, social or political domain, will either justify past or future investments in education and suggest a rational set of investment criteria or optimal allocation of resources.

Cost-benefit criteria of performance in education are founded on human capital theories which postulate that education endows individuals with increased productive skills and these skills are rewarded in the competitive market with wages and salaries that are higher than the norm. Concomitantly, society benefits from education in that the total productive capacity of the economy is expanded and its potential for the production of wealth increased. Implicit in human capital theory is the notion that increased productivity is represented by salary increases earned by individuals who have received education.

Given these basic economic postulations, cost-benefit analyses may be set up to calculate life time discounted with age differentials representing the rewards of education, and computing the net present value of an education to either an individual or society. Net present values of educational programs or educational levels, represent the economic performance of those programs and may be used as a basis for resource allocation decisions.

A great deal has been written and said about cost-benefit analyses in education, in fact the proliferation of these studies during the past ten years is an indication of the importance of accountability in this decade, so I will limit my remarks to short comments about two studies with which I am familiar and in which this audience should be interested. The first study was a cost and benefit analysis of post-secondary education in Ontario, produced by the Systems Research Group on behalf of the Wright Commission on post-secondary education in Ontario. The

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study was completed in June, 1971 and will soon be published by the Wright Commission. Its major objective was to perform a comprehensive analysis of all costs and benefits related to all post-secondary education programs in Ontario. The two most important findings of the Wright Commission study are: a) there are very large social and private benefits associated with virtually all post-secondary education programs in Ontario, and b) there is an income redistribution taking place as a result of private investment in all post-secondary education programs and this income redistribution is regressive for all programs but those offered by the Community Colleges. The latter has been substantiated by the ISF Information System which shows that a relatively large portion of Community College students come from families from low socio-economic standing.

Clearly, both of the major findings of the Wright Commission study have important implications to the social responsibilities and accountability of the post-secondary education sector in Ontario in general, and of the Community College sub-sector in particular.

The other study which I would like to mention was one done by myself as part of my graduate work at the Ontario Institute for Studies in Education in 1970. The study in part, represented an attempt to evaluate the performance of the Ryerson Polytechnical Institute, one of Ontario's first post-secondary vocational institutions. As part of the analysis, the entire Ryerson graduate population, approximately 10,000 graduates was surveyed. The survey showed: a) that Ryerson graduates' age-earnings profile, schedules which represent average earnings of graduates as a function of age, were higher than those of university arts graduates, and b) there were significant differences between the age-earnings profiles of the graduates of applied arts, technology and business, and c) the graduates of programs which contained a large number of general courses in the social sciences and humanities as well as a strong professional core, fared better than graduates of programs which had a curriculum weighted heavily towards professional courses.

The two studies which I have mentioned, and many more like them, provide vitally important information on the social and economic impact of education and fill in a good deal of the information void surrounding the concept of accountability. Despite the availability of these studies, we in Ontario have not done enough data collection on information which would assist in ascertaining either the meaning or the value of the output of education. In contrast to Ontario's relative paucity of information on education, the American Council on Education has, during the past five years, amassed a tremendous information bank, designed to provide structured data for academic research on education processes. The data bank allows researchers to study the relationships between education inputs (student aptitudes, socio-economic backgrounds, social values, etc.) the college environment (size of schools, size of libraries, location of schools, administrative and academic policies, etc.) and education output (various measures of aptitude and achievement on school leaving).

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Since the American Council on Education data bank is available to all researchers, the Systems Research Group has made use of it on behalf of one of its clients, Wheaton College in Norton, Massachusetts. On behalf of Wheaton College we performed two general types of analyses: a multi-dimensional analysis of Wheaton's internal environment, comparing it to other colleges in the American university system, and an assessment of the effect of changing student mix from an all-women's college to a co-ed college.

One further type of study may be mentioned here. Again this is a study which we, the Systems Research Group, have performed: an Economic Impact Study which analyses the impact of a college on its community. This type of analysis is reminiscent of industrial impact studies performed during the 1950's by urban planners. Our study measures the direct economic impact on: the local economy, the municipal taxes, on commercial revenue, on housing demand, effect on rental prices, the effect on local commodity prices, and a whole host of other factors which may be affected by a university or college in a local community. The analytic procedures are designed in a do-it-yourself-kit which can be performed by in-house college personnel or by professional consultants from the Systems Research Group. We are presently doing an economic impact study for the University of Pittsburgh. Although the economic impact study does not pretend to cover all aspects of the colleges contribution to a particular community, it is a step in the right direction of providing data which describes the extent to which a college is fulfilling its social responsibilities.

Undoubtedly, that is the general point of this entire discourse; colleges and universities have a social responsibility to describe and justify their existence. They have no God-given right to exist, only an insatiable desire for resources, not unlike hospitals, welfare institutions, and other agencies in the public sector. A resource scarcity is always in existence, and resources must be rationally allocated in full recognition of the multitude of social demands upon them. I hope I have shown how the work of my firm, the Systems Research Group, can assist in defining the needs in an approach to rationally allocating these scarce resources to competing users.

THE USE OF FOLLOW-UP STUDIES FOR PROGRAM EVALUATION

DR. ANGELO C. GILLIE

American society, and this includes education, undergoes cyclic fads. We are presently experiencing the latest rage in education—a demand for accountability from nursery school to graduate school. It has within it considerable potential for good and bad. Looking at it negatively for a moment, tax payers and legislators might demand answers for very difficult questions and then "punish" a segment of education for unsatisfactory answers by undercutting financial support (witness the present widespread pressure being exerted upon higher education in the United States). All too often, a demand for accountability is not accompanied by a sound understanding of what the educational effort should produce. This vagueness can result in demands upon education which then develops wide breaches between requests for education and what legislators are willing to provide. It must be admitted that educators as a group have skirted the accountability issue for much too long. Furthermore, a public that is being simultaneously badgered on two sides (request for more money via taxation at a time when the overall economy is declining) must know more about what's happening via accountability.

Let us move to a more positive position on the topic. A demand for accountability can result in overall improvement in education in the long run. Educational accountability has to do with what happens to people as a result of spending a portion of their lives within the influence of an educational institution. The social scientists will agree that all the happenings that take place within the institutions have an ultimate effect upon the individuals within it. We don't contest the statement, but merely elect to agree with it only in the overall sense. Such macro-type statements don't really help us in striving for accountability. Let us examine the following question: How can we assess the changes our students undergo during the time space between initial enrollment and the time he leaves our educational institution? This is our central accountability question. We must then specify the kinds of changes we should look for. Our primary interest here relates to the changes in two-year college students, and most importantly, those who go into the occupational programs.

We could discuss some rather theoretical constructs for pursuing the answer. Preferring a more practical approach, let us arbitrarily limit ourselves to considering a vehicle that is more immediate and also usable for the educational practitioner. We should first begin with a critical assumption: The major objective of educational accountability is basically a duality: 1) from the political-financial point of view, it is a display of educational "returns" for dollars "invested". The returns in such cases tend

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to be stated in numbers of graduates, jobs filled, cost per student per program, and the like; 2) the viewpoint of the professional educator shows more concern with the changes brought about in the students. The two concerns are really mutual to a greater extent than first appears, and we need to find ways of adequately addressing ourselves to them. Turning to our specific concern here, we can address ourselves quite adequately to both aspects of educational accountability in two-year colleges by the careful design, administration, and interpretation of follow-up studies. This paper concerns itself with ways of doing this.

IDENTIFICATION OF PROGRAM OBJECTIVES

Anyone who has tried to develop course and program objectives that are measurable understands the difficulty of the task. The early attempts often result in the vague and general types of objectives which are not behavioral. This difficulty is sometimes compounded by certain faculty members who insist their goals deal with values and attitudes which cannot be measured. They overlook the fact that the acquisition of certain values should result in predictable behaviors that can be measured. Therefore, we offer no respite for those who take such a point of view.

The construction of measurable objectives consistent with course and program content is a necessary first step in accountability. We might also add, it is an integral part of good program development. Sometimes, an outside consultant experienced in developing behavioral objectives in that area of education can be of great help and serve as a catalyst for the group. In the case of two-year college programs and occupational programs in particular, if outside assistance is to be obtained, consultants with considerable experience in two-year colleges would be the wisest choice of experts.

For the purpose of preparing for the design of a follow-up questionnaire, objectives at the program level will generally suffice. It hardly needs to be said that the quality of the follow-up instrument is determined in no small part by the quality of the objectives obtained prior to the construction of the questionnaire.

DEVELOPMENT OF THE FOLLOW-UP INSTRUMENT

The follow-up instrument can be either a questionnaire or an interview schedule. The questionnaire has the advantage of being more economical to administer while the interview has greater overall flexibility. The economic advantage of the questionnaire is sufficiently great to result in most follow-up studies relying upon it. Therefore, we shall further delimit ourselves to the questionnaire. A good questionnaire is developed in a logical step by step manner. These steps are:

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1. Identification of Program Objectives. This was described in the preceding section to some extent. A small working group of faculty and administrators can effectively identify those objectives that are to be examined by the questionnaire.
2. Verification of the Identified Objectives by the Other Faculty and Administrators. It is recommended that the agreements arrived upon by the small group be fed back to the larger faculty and administrators concerned with this follow-up study and solicit their reactions to these topics for examination.
3. Decision as to What Kinds of Information Would be Desirable in Addition to Testing Program Objectives. Follow-up questionnaires quite often are useful in obtaining information over and above testing program objectives, many of which are discussed in a later paragraph.
4. Translation of Objectives and Desired Information Into Questionnaire Items. The designer of the study now has the task of designing the items such that they are understandable to the persons who will receive the questionnaire.
5. Pretest of the Questionnaire. The instrument should be tried out on a dozen or so individuals not unlike the intended sample. The pretest will reveal most of the difficulties associated with responding to the questionnaire.
6. Refinement of the Instrument. Based upon the results obtained in the preceding step, the questionnaire is then revised into its final form by the designer.
7. Selection of the Sample. The selection of the sample could have been done prior to any of the preceding steps but is included here for convenience purposes. The initial decision to be made is to whom should the questionnaire be sent. Some possibilities are: a) all graduates; b) all graduates and non-persisters; c) statistically selected graduates and non-persisters; d) statistically selected graduates. The decision has much to do with the number of students, the allocation of time, manpower and finances for the follow-up study.
8. Development of a Follow-Up Strategy. It is common knowledge that the rate of return will be considerably less than 100%. A suggested approach is a sequence of two or three follow-up letters, spaced about 10 days apart. This may bring the response rate to above 50%. A further technique, which can increase the rate of response, is to resort to telephone contact for the remaining non-respondents (or a random selected portion of that group when it is a very large group).

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9. Mailing of the Questionnaire and Implementation of the Strategy described in the preceding step.
10. Compilation and Synthesis of the Results. The more sophisticated designs may utilize the computer for certain statistical analysis whereas the more simple questionnaires may not resort to this. Most good questionnaires do rely on certain statistical approaches in order to identify correlations, relationships and the like. The designer of the study takes all these factors into consideration when building the instrument.
11. Reporting and Interpretation of the Findings. This is obviously one of the most important parts of the entire study and ironically, frequently most poorly done by the designer of the study. The next section deals with this problem.

The kinds of information that would be usable for program improvement could deal with factors such as:

1. Job characteristics of the graduates as they fall within the hierarchies of:
 - a) people-related activities (supervising, serving, mentoring, instructing, persuading, negotiating, speaking-signaling);
 - b) data-related activities (copying, synthesizing, comparing, compiling, coordinating, computing, analyzing); and
 - c) thing-related activities (precision working, tending, driving-operating, setting up, handling, operating controlling, manipulating).
2. Job mobility characteristics (including the number of job changes, number of residence changes, lists of residences in terms of distance from school graduated from).
3. Evaluation of major course topics and objectives (as obtained from the faculty-administrator group discussed in an earlier paragraph). Such items as the following can also be assessed in this category:
 - a) quality of instruction;
 - b) need for that topic or objective immediately after graduation;
 - c) need for that topic or objective at the time the questionnaire was presented.

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4. Educational and work history (including salary) since graduation (to detect trends in education and job progression either horizontally or vertically over the period of time since leaving the institution). Cost benefit type statements can be developed from some of this information.

INTERPRETATION OF INFORMATION

As mentioned in an earlier paragraph, the data and information obtained must be compiled and synthesized in a predetermined manner. After accomplishing this rather formidable task, the designer will translate the findings into statements and conclusions for consideration by the faculty and administration. The designer and interpreter has the very important responsibility of informing the faculty and administration of the studies' limitations as well. Special efforts should be made to prepare all the conclusions, implications, and resulting suggestions in simple, relatively non-statistical terms. To do this and still preserve accuracy is a difficult task, but is a 'must' if the study outcomes are to be utilized by the faculty and administrators in the improvement of their programs.

PRESENTATION OF INFORMATION AND RECOMMENDATIONS TO OPINION LEADERS AND DECISION MAKERS

After the careful preparations discussed in the preceding section have been completed, arrangements should then be made to present these findings to the opinion leaders and decision makers. It is important that the opinion leaders and decision makers be correctly identified. Meetings with them for the purpose of providing them with the information would be the next action. Sufficient time should be devoted to these gatherings so that the decision makers would be able to conduct the feedback conference for the appropriate faculty and administrators in an informed manner. When all of these things have been completed, the stage is set for the conduct of the feedback conference.

The identification of opinion leaders and decision makers should be considered for a moment. Who are the opinion leaders? They are the few individuals in the educational institution to whom the majority of the faculty (and perhaps even administrators in some cases) turn to for advice and information relative to that subject. Therefore, it seems logical to present the results and recommendations of the follow-up study to this select group of persons within the college. The opinion leaders are often quite accurately identified by those administrators who are most familiar with the day-to-day operation of the college.

The decision makers are easier to identify. They are most likely the group of administrators directly associated with governance of the institution at the day-to-day operations level.

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Having identified the appropriate opinion leaders and decision makers, a meeting of these persons should be arranged. The purpose of calling them together is to provide them with a complete briefing of the information and recommendations emanating from the interpretation of the follow-up study. Upon their becoming familiar with all of the above, the opinion leaders and decision makers are then better prepared to conduct the feedback conference described in the following paragraphs.

THE FEEDBACK CONFERENCE

The initial purpose of the feedback conference is to present the information and recommendations derived from the follow-up study to the appropriate faculty and administrators. This should be done in a dispassionate manner by the opinion leaders with the active support of the decision makers. The role of the individual who conducted the follow-up study is to serve as a resource person for the feedback conference.

The second purpose of the feedback conference is to provide the initial impetus for the appropriate faculty and administrators to respond to the recommendations in terms of changes in curriculum and/or administrative procedures.

Following is a suggested generalized strategy for trying to incorporate changes identified by follow-up studies by use of the feedback conferences: 1) the suggested change should be introduced and described in such a way that it blends in with the cultural values and past experiences of those faculty members who are expected to incorporate the change; 2) the opinion leaders and decision makers associated with that program or aspect of college work should be "sold" on the idea or suggested a change before the feedback conference is called; 3) the faculty and administrators who are expected to incorporate the changes must clearly understand the nature of the change and the need for its incorporation. In other words, there should be a clear demonstration of the fact that the change would result in a better program; 4) it should be made very clear to the faculty members that in addition to improving the program itself, the change will also enhance the competence of the teachers; 5) the social consequences associated with making the change should be carefully anticipated and accommodated for in advance. For example, if a recommended change was such that it called for an alteration in the size of the faculty, an acceptable strategy for doing this should be considered prior to the meeting.

Let us consider an example of how the feedback conference could function.

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EXAMPLE:

Assume a follow-up study of the graduates of a technology program was conducted. Also assume the program has had graduates for the past 10 years. If the graduates were properly sampled, a cross sectional view of older graduates as well as the most recent graduates would be thereby available. Let us further assume that one of the items examined in the questionnaire was the extent to which the graduates needed certain topics in mathematics on their present jobs (a list of mathematics levels in which they check the highest level would be one way such information could be readily found). For the sake of our illustration, assume the responses to this item revealed that the mathematics needed by the most recent graduates clearly ruled out some of the higher level mathematics presently being taught in the program and that the older graduates needed even less mathematics. This information would be assembled in a simplified clear-cut fashion for presentation to the opinion leaders and decision makers, and later to the appropriate faculty members (probably the professors in technology and mathematics). The opinion leaders (with the support of facts by the conductor of the follow-up study) should strongly urge for curriculum changes that would bring the program more in harmony with the needs of the graduates. At this point in the feedback conference it seems constructive action would most likely result if the appropriate faculty feels their role is not to decide whether a curriculum change is in order (since the results of the study clearly indicated such a change was in order), but how can these changes be made most efficiently and quickly? Clear identification of the role of the faculty in the feedback conferences is a decisive factor for enabling changes to be made.

THE INAUGURATION OF SUGGESTIONS INTO THE CURRICULUM

In the final analysis, the actual changes are made by individuals (faculty and/or administrators). This aspect of the cycle for program improvement should be reviewed and assessed at appropriate periods of time to see how effectively they have been made and what assistance can be given to those involved in making the changes. In those cases where particular courses are being changed, periodic meetings of teachers of that subject should be held. The results of these changes should be assessed regularly in the college and another assessment occurs in future follow-up studies--which may result in recommendations for still more changes.

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CONCLUSIONS

The preceding paragraphs briefly describe how the follow-up study can be planned and utilized for the purpose of program improvements. The follow-up study is essentially an accountability instrument. Although its use is not to serve the immediate queries of political economists who seek to determine where the public dollars are going, it does provide them with answers but primarily in human terms. Well designed, conducted, and interpreted follow-up studies can provide answers to questions dealing with appropriateness of curriculum topics, laboratory experiences, academic level of subjects, changes in subject matter needed by the graduates, types of job characteristics for which the student should be prepared, salary changes, mobility, and a host of other items relating to curriculum, personnel services, and administration. The follow-up study is perhaps the most practical accountability mechanism available to educators--we leave it to the political economists to convert these human services into dollar values (if they can!)

ACCOUNTABILITY AT OAKTON COMMUNITY COLLEGE

RICHARD L. JORDAN

That's as good a title as any for my paper. This business of accountability has been with us now for some time. We begin to get more and more jaundiced about it as we hear more about it, and yet nobody denies that it is an issue that we all ought to be extremely concerned about. And it is a right issue. When we talk about accountability in general, it's always a very good thing and everyone nods his head and agrees, yet when we begin talking about it specifically, people start shaking their heads and raising their hands, and, in some cases, stamping their feet. And they go around asking questions and becoming contentious. I think I will take the risk of talking about accountability specifically, even though it is late in the afternoon. What I want to talk about here is the way one specific new college approaches this question of accountability.

First, however, I want to note that something I have observed all along in the community college business is the question of who is accountable to whom? That is to say, the college is composed of teachers and administrators and they are accountable on the one hand to the community, on the other to the state--and that means state agencies. They are also accountable to the four-year colleges and universities to which many of their students will ultimately transfer. And then there are the students. Most of us like to think that we should focus more on the students than on anything else when it comes to accountability, but that is pretty complicated, actually, because many people say that students are part of the community anyway, and the community pays the taxes and the students, mostly, don't pay taxes. They pay tuition. Tuition is seldom more than one-third of the college's income. Nevertheless, at Oakton we have tried to maintain all of these kinds of accountability, while concentrating on being accountable to our own students.

Oakton Community College is located in Morton Grove, Illinois, a northwest suburb of the city of Chicago. The school opened in the fall of 1970 with approximately 500 F.T.E. students. We are now in our second year of operation, and we enroll in excess of 2300 students. From the beginning, it should go without saying, we have been trying to build a school. Please understand that by school I do not mean buildings, although that is a part of it. I mean a community college which is responsive to its community, responsive to the state agencies, and the colleges, responsive to the students, and responsive to the faculty, and responsive to the Board of Trustees, etc. etc. That is a difficult task and every administrator knows what it is all about. This responsiveness--this accountability, if you will--must all be achieved at the same time. In any event, at Oakton we had the opportunity to

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hire the administrative staff and to hire a faculty committed to developing an innovative, exciting, and relevant community college. We developed very few policies before the arrival of students and faculty. Our aim was to start with a concept and proceed to develop policies and procedures with participation of faculty and students, as we progressed. Our general goals were quite simple, really, and they could hardly be called "new". Briefly, they included an attempt to:

- (1) offer general as well as specialized study in accordance with the laws of Illinois;
- (2) meet the educational needs of those who had failed courses or were unable to profit from earlier instruction;
- (3) enable students to learn for human development and for fun as well as for professions and occupations; and
- (4) enable all post-high school members of the community to obtain the best possible education for the least possible cost.

We began with curricular offerings in two basic areas: In the baccalaureate transfer area and in the career, vocational-technical area. We tried to put as much emphasis as possible on the vocational-technical education, and I think we succeeded in doing that. Approximately 35% of our offerings were and still are in vocational-technical education. When we talk about accountability here we get into another jam. In my district, District 535 in the State of Illinois, there is a good deal of industry. If I talk to the president of Bell & Howell, or Teletype, or Rand McNally, or the A. B. Dick Company, or Universal Oil Products, or what have you, I can get all kinds of information about the availability of jobs, all kinds of volunteers for technical advisory committees, and a good deal of encouragement about offering technical programs, specific technical programs. Sometimes there is pressure to develop curricula in vocational areas because there are job demands. At the Cook Electric Company right next door to us, there was an absence of bench electricians. There was a surplus of Ph.D's in electrical engineering and a surplus of physics graduates, but an absence of technicians. Now being "accountable" to these firms and industries means offering programs, but remember that I said at the outset it is our students we want to be most accountable to. And our students--and I suspect this is the usual thing in community colleges--have to be sold on taking vocational-technical courses. Our students come from reasonably well-off families in the Chicago suburbs. Many of their parents are college educated, and these parents are saying to their children, "It is a wonderful thing we have a community college here in the area now. It costs a lot for a person to go to the University of Illinois and a lot more to go to Northwestern or the University of Chicago. Now you can go to school at home, and that is marvelous with the number of options offered at the community college."

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But still, these parents want their children to train for professions. They are not encouraging their kids to be technicians.

This, I maintain, we must take into account. I am not suggesting that we or any other community college give up offering vocational programs because we have trouble convincing students to take them. I am simply saying that these programs have to be sold. And it is hard to sell a student who is convinced he is going to be a doctor, or more likely, doesn't have the vaguest idea what he wants to do. A number of people at this conference have described the community college as a place where students "shop around". Now, we must admit that "shopping around" in some sense is wasteful. It costs a lot of money and only part of that money is the student's own. And some taxpayers will quickly tell you that it is not the student's money, anyway, it is their parents'. I don't know whether that is true or not. We don't do financial checks on our students. The point is that we are faced with the job, and I think it is a task that we should invest our energies in. A job of convincing people, people in the community, parents at P.T.A. meetings, and what have you--convincing the state--that it is worthwhile to allow the students to "shop around". If we do that, we may not even have the problem of convincing anybody. The students will find out for themselves what they are best suited for and what they want to take.

At Oakton in our first year we developed four occupational programs: one in data processing, one in marketing/mid-management, one in office skills, and one in mechanical design. In addition we had a program funded by Manpower Development Training Act in practical nursing. We publicized these programs, and we explained them to all students in their interviews before enrolling. We did not expect that our school would be one where students would, or should, come in the first day and say, "I'm going to be an electronics engineer", or "I'm going to be an architect", and then would simply be put into the program of study and directed straight through.

I think that very often the form an educational program takes when a student says he doesn't know what he wants to enroll in is a specific kind of program that becomes a treadmill to nowhere. Some years ago, I worked at a large midwestern community college. We had a program there called, purposely vaguely, Curriculum A. Curriculum A consisted of a number of developmental or preparatory courses which really didn't prepare anybody for anything. They were supposed to prepare students to get into what was called college level courses. That is to say, if a student had a de-

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iciency in math, these courses would get him up to the eligible level. That's fine. I am not in the least against that. But this was a program. Something which became an end in itself. It was as though the college was saying, "We don't know what to do with these undecided students, so we will put them in limbo". What we chose to do at Oakton was to devote a good deal of our resources to counsellors. Now, to many teachers, the very word "counsellor" brings fire into the eyes. A counsellor has always been a bit of an outcast in the college community. That is unfortunate, because I think everyone in this room recognizes that the counsellors are in many ways more important to our community college than almost any other single group of people. Counsellors have to be continually available to give students advice, to help them out; and these counsellors have to go out and get the students. I think the day is past when counsellors can hole up in a room with a couple of first-sergeant-looking secretaries, or even good looking secretaries, for that matter. One is as bad as the other. Counsellors have to be decentralized. We have tried to do that. We opted to put as much of our resources as we could into counselling, to make the counsellors available to the students.

What we did, like all new schools are supposed to do, was to get our faculty together and say, "O.K., what are our goals--what do we want to do here?" These are some of the things we decided to do, and following are some of the ways we tried to do them.

We said that in the transfer area we would provide students with freshman and sophomore courses necessary for transfer, that we would avoid slavishly following the course outlines and approaches used by universities. I am not trying to put down universities by loading blame on them for being old-fashioned, out-of-date, and for using teaching methods which are bad. In fact, I suspect that in the universities today the teaching is really pretty exciting. The point is that the people who are evaluating the community college courses all too often don't know what is going on in their universities, because these people are sitting in some other offices and they have no idea what that young political scientist is doing in his class over in a different building. So the danger for a college in the transfer area is developing courses that look just like the course descriptions and are taught just like the courses at the university. I know of one community college in which the catalog was directly copied from the catalog of the state university. I'll have to admit that that community college had no problem whatsoever in transferring courses into that university, but it seems to me that if a community college is going to do anything to put the fun back into learning, if colleges are going to do anything to make their courses relevant, they are going to have to try some new ways; and that means we are all going to have to come face to face with

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those articulation people at the universities and colleges and do some talking with them. We shouldn't fight them, but we have to do an awful lot of talking with them. This is what we tried to do.

Another goal was to de-emphasize learning for grade and to accent learning for mastery. Along with that, we wanted to ensure that every student knew the objectives and methods of every course in our curriculum. We wanted to provide the student with choices about how he might learn the subject matter of any given course. To achieve this we are working on a directory of courses and sections which will list every section of every course offered during a given semester with the teacher's name, the textbooks, the requirements, and the precise way the teacher intends to approach the subject matter, as well as the requirements for completion.

Our directory of courses and sections should be ready for the Spring Semester, 1971. We are conscious that although any attempt is good which gives students choices of ways in which to learn subject matter, many students do not know how they learn best. Thus, it is going to be necessary to endure a lot of shifting of sections in that first couple of weeks of school, and we must be prepared to do the shifting even up to mid-term. If Jane is not learning this way, it may well be desirable to have her transfer to another section of the same course so she can learn that way. The chaos which might result from all of the room changes and sections of disproportionate size causes a big problem in terms of financial accountability. It is difficult for a dean to justify a section of eight students when all of the others have twenty-five. But that, I maintain, is an administrative problem, and it must be faced if we accept the premise that different sections must be taught in different ways. I think everybody really does accept that premise, and it is the total sections of a course and the total numbers of students that count anyway.

In the matter of organization we arranged our faculty not by division, not by department, not by teaching specialty at all. We organized our faculty into groups or clusters which we are currently calling College Groups (only because we couldn't think of a better name.) That is to say, we put our teachers into groups with chairmen without regard to discipline. We tried to put them into groups based upon the way they approached teaching. Do they approach it as problem-solving, do they approach it from the theory to the practice, from the practice to the theory, or do they teach mainly by a do-it laboratory method, a lecture-discussion method, or what have you? In our first year we had only

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25 faculty, but now, in the second year, we have 75, and we have 25 full time teachers in each of three clusters or groups. We also assign students to the groups so that approximately one-third of our total enrollment is assigned to each group. The student tries to select as many courses as possible from teachers in the group he is assigned to. Students may however, opt for courses outside their group and may request transfer to another group any time they wish. Each of the groups or clusters includes counsellors as well as teachers. (At Oakton we call our counsellors student development faculty because we think that term is more descriptive.) The idea is that every faculty member in the group is essentially responsible to all the students in the group. We are working toward the day when we will award progress reports instead of grades. We still have grades, although we do not give failing grades. If Teacher A has a student who is having trouble, he can arrange with the student development faculty member in his group for a conference with the counsellor, the teacher, and potentially any of the teachers the student has. We are essentially trying, by dividing the entire faculty and student body into thirds to keep the college small as it is growing larger. Each cluster will ultimately have an identity of its own and will become a kind of "college within a college".

But to get back to grades. Our goal of de-emphasizing learning for grades and accenting learning for mastery isn't just an attempt to paraphrase Benjamin Bloom. What we tried to do here was to get rid of the whole business of "you've got to have this kind of score and that kind of grade". I said before that we did not give failing grades. We simply give A, B, C and D. We would get rid of the D, but since it is a transferable grade some places, students might be penalized by not having the option of taking a D. What we have is a grade of X which we may give students who have not completed the objectives of a course. The actual description used is "has not yet completed the course". "Yet" is the important word. What we believe is what I think most educators believe but very few are able to do anything about. What we believe is that students learn at different speeds (and isn't that a revolutionary statement!!), but how do you get at that kind of problem? We give a student pretty much all the time he needs, as long as he wants to make up an X, but it is difficult within the semester system. We don't give failing grades. So if a student does not finish the course within a reasonable amount of time--and I won't try to define that--the student himself gets to decide what he is going to do. If he agrees that he is not likely ever to finish the course, or if it is obvious to him and his teacher that he can't possibly finish it without taking it over, we give him a W. This W is kept on our records for our student development faculty and our book-

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keepers, but it never goes on the transcript. We do not report W grades on student transcripts. If a transcript is requested by the student, and he is the only one who can request one, only A, B, C, D, or X grades are reported. Typically, students won't ask for transcripts to be sent out while they are carrying X's on their records. A student will change the grade to W or finish the course and get a performance grade, but W grades are not reported on any "sent out" transcript. This is because we believe that W grades are prejudicial. We believe that people interpret those grades in ways they shouldn't. We believe that a student should be judged by his successes, not by his failures. All of us know that transcripts are etched in stone and carried down from Mount Sinai, and they never seem to be altered once they are written. The registrar is king. So we don't even report those grades. We have had very good feedback on this policy from universities in Illinois, partially because we are not the first school to do it. Still, there are not many such schools.

Another thing we hope to do within a couple of years is change the academic calendar. If we all accept the premise stated above, that the students learn at different speeds, then it behooves us to offer different sections of courses in different time slots. The quarter system enables schools to do this a good deal more easily than a semester system. What we have in mind is a quarter system which is divided into modules of three, six, and twelve week courses. A faculty committee has been working on a proposal for such a calendar for a good while now, and we have hopes of changing our calendar in the near future.

At any rate, what we are trying to do is to accommodate our students, not molly-coddle them, not spoon-feed them, or any of those old cliches. Accommodating the student, recognizing that most of our students come without clear knowledge of what they want to do or where they want to go, is accountability of the best kind. Our community is ripe for that. Our community is interested in educational reform and innovation and they support it. They know what kinds of things aren't working in the high schools and the colleges, and they are willing to allow the community college to try some new things.

These are some of the directions in which we are moving at Oakton in order to provide accountability to our students. We do not consider ourselves revolutionary or even radical. What we have is a devoted group of trustees, administrators, teachers and students, all of whom see themselves as accountable to one another. We think that, working through the college group structure, we will be able to achieve our goals.

PERSONNEL PERFORMANCE EVALUATION

J. WADE GILLEY

Accountability is an often used word today as educational budgets continue to be strained and as institutional leaders seek ways to increase productivity and demonstrate to the public that they are meeting their obligations.

Even though what institutions perceive to be their obligations differs from college to college, more and more attention is being focused on whether or not the students are actually learning that which they should. Accountability is coming to mean that institutions must be responsible for their product and for the efficiency with which they utilize their raw material in the educational process -- the students.

Whether or not a college is meeting its stated goals can be demonstrated in a number of ways, one of which is a continuous comprehensive follow-up of all students it enrolls. Follow-up studies may identify weak as well as strong points in the instructional program but only improvement in classroom instruction or student learning can effectively improve the productivity of an institution.

The literature is full of schemes attempting to utilize student opinion, peer and self opinion, subjective and objective rating scales, supervisory type evaluations, etc. to determine the effectiveness of the classroom instructor. Out of all of this experimentation few if any evaluation plans have been developed which relate to student learning, or that serve to improve instruction, or that have been satisfactory to the faculty, or that have been widely accepted by administrators. To provide the accountability desired, colleges, especially community colleges, must abandon the variety of ineffective evaluation programs used in the past and adopt positive teacher appraisal programs which focus on improving classroom teaching.

During the past four years, Wytheville Community College personnel have studied various evaluation concepts through faculty committees, review of research, use of consultants, and experimentation. On the basis of this study, a unique concept of teacher evaluation has been developed and is outlined in this report. The program incorporates student evaluation and the use of performance objectives in a comprehensive plan to assist instructors in improving their performance and consequently improving the instructional program.

Not only is this program, "Performance Evaluation" presented here but also several existing evaluation concepts are examined and the results of a limited national survey are reviewed. These serve to build a case for utilizing modern theory for the "Management of Professionals" and to individualize the evaluation of faculty.

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CURRENT PRACTICES IN EVALUATION

Evaluation of teaching personnel has several purposes: determination of salary increases, reappointment, and promotion; and more important the improvement of performance or increased student learning. To accomplish either of these purposes most educators utilize one of two basic approaches: (1) evaluation of teacher productivity (student learning) or (2) evaluation based on supervisory, self, peer and/or student opinion of teacher style. Teacher appraisal, for whatever purpose, usually takes the form of performance contracts, rating scales, or classroom visitation.

Performance contracts constitute an approach to evaluation of teacher effectiveness which focuses on student learning and provides for essentially a contract between the teacher and the institution. In the typical contract the instructor agrees to guarantee that X percent of his students will be able to master the specific objectives of a certain course or courses. The instructor's merit pay increase depends on the degree of fulfillment of the guarantees specified in the contract.

This plan appears to lack the full utilization of an array of educational reforms, such as: individualized instruction, flexible scheduling, non-punitive grading, etc., which would seem to be essential to its success. Also, rigid imposition of such a program from the top may create a climate which alienates faculty and by so doing college administrators may postpone for generations those very reforms they seek to implement.

There is apparently little enthusiasm on the part of college teaching faculties for performance contracts. Many people think that administrators in seeking apparently easy solutions to a complex problem may inadvertently foster faculty dissent by imposing a system of performance contracts on the teaching faculty.

Rating scales in one form or another are widely used in two-year colleges and essentially are opinions of the raters as to the relative effectiveness of the teacher. Rating scales are typically designed around certain indicators of faculty effectiveness such as: preparation, college activities, testing and grading procedures, classroom performance, and so forth, and may reflect student and peer opinion in addition to supervisory evaluation.

When using some form of rating scale, many colleges practice classroom observation in an effort to determine the effective-

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ness of the instructor. Some educators are of the opinion, and rightly so, that the intrusion of a foreign party into a classroom immediately sets up an abnormal situation. Few could deny that both students and teachers are aware of an "outsider" in the class and that this would normally change their behavior pattern to the point of creating an abnormal situation.

Merit salary increases for teachers are becoming more and more the concern of boards, elected officials, and the public. In some circles people are saying that the productivity of teachers must increase if salaries are to continue to increase at rates comparable to those experienced in recent years. The productivity referred to here has come to be identified as increased student learning, and not the teaching of more students.

Merit pay based on total contribution to institutional goals appears to be essential if teaching as a profession is to overcome mediocrity. Any school having a rank system including a variety of indicators in effect has an elementary merit pay system even if there is a pay scale within the rank system. However, a number of authorities on personnel management are of the opinion that an effective system of performance evaluation must include merit pay. A program of evaluation based on performance improvement must be developed for faculty and other professional personnel if the college administrator takes the eclectic approach to the modern motivational theories utilized in American industrial and business management.

Effectiveness indicators. Increased productivity (learning) is an internal process which can be influenced by external forces and some administrators feel that the effect of this internal process can be measured by critical external indicators. This theory visualizes among other things the effective teacher as a person who is (1) a well organized planner, (2) interested in students, (3) actively involved in improving himself professionally, and (4) takes institutional goals and objectives into account as he plans his activities.

In implementing a program of this type, the college would establish a number of measurable objectives (indicators) for the teaching faculty, communicate these to the faculty, and then evaluate on the basis of them. For example, a college stressing specific behavioral objectives and a systems approach to instruction might well estimate the contribution of individuals to the goals of the college through evaluation of course outlines and student evaluation. Also, it is important to note that another basis for support of this theory is there are certain essentials which seem to characterize effective teachers such as: detail planning, frequent testing, appropriate academic advising, use of effective instructional materials, etc.

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This approach is weak in that it fails to take into account individual course and student population differences. It is difficult to avoid setting artificial standards for faculty and also, administrators in the main do not appear to be sufficiently well organized to gather the necessary data to implement such a program.

RESULTS OF NATIONAL SURVEY

To determine something of national practices and trends in the evaluation of two-year college faculty, Wytheville Community College personnel conducted a national survey in November and December of 1970. The results of the survey basically confirmed that (1) colleges are struggling with evaluation of instruction and instructors, and (2) little has changed in recent years.

Sixty-eight two-year colleges in Alabama, California, Colorado, Florida, Maryland, Michigan, Mississippi, New York, North Carolina, Texas, Washington and Virginia were selected by random sample to be surveyed. The colleges were mostly well established comprehensive community colleges and were of a variety of sizes. Some fifty percent of those surveyed were in the one to two thousand student range.

The survey consisted of eight basic questions designed to provide information sufficient to reflect the present practices in faculty evaluation. Essentially the questions asked were: Did the college surveyed have a definite program of faculty evaluation and how is it administered? Who participated in developing and administering the evaluation program? Did existing programs focus on the activities of the instructor or did they attempt to measure the end result of the instructor's efforts (i.e. student learning)? and was classroom visitation part of evaluation? Answers to these questions and other points were reflected in an analysis of the seventy-two percent of responses to the survey.

Only four institutions reported no definite program for evaluation and more than two-thirds of the colleges indicated that each faculty member was provided a written copy of the program at the beginning of each academic year. Also, some seventy percent of those responding to the survey indicated that each faculty member was provided with either an oral or written summary of his individual evaluation. Evaluation systems were primarily developed by administrators and a significant majority only evaluate faculty annually.

Who participates in the evaluation of faculty? Surprisingly fifty percent of the colleges use some form of student participation or peer opinion in faculty evaluation. In more than ninety percent of the colleges, the immediate supervisor of the instructor and/or the dean of instruction assume the bulk of the responsibility of faculty evaluation. Also, in a substantial number of cases (fifty percent) the president of the college (especially the smaller colleges) participates in faculty evaluation.

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Most of the colleges surveyed depended on reviewing the activities of instructors to evaluate their performance. In fact, a number of colleges depend heavily on classroom visitation to rate the performance of instructors.

Only a few are attempting to develop a system which seeks to measure tangible results of the teaching process - student learning. A number of colleges, some thirty percent, indicated an interest in moving in this direction.

In summary, most colleges are staying with some form of the most acceptable approach - supervisory evaluation of the instructor's activities using rating scales. A few colleges, dissatisfied with the prevailing systems are experimenting with new ideas which are more in line with innovative instructional practices such as specific behavioral objectives, systems instruction, individualized instruction, etc.

A MODEL FOR PERFORMANCE EVALUATION

To provide for student learning and also to foster continued improvement of faculty performance, Wytheville Community College personnel have solicited, developed, and evaluated many faculty evaluation concepts and programs. The following conclusions concerning faculty evaluation have been reached as a result of this three-year research program.

College administrators want easy solutions to complex problems. Performance contracts are just one manifestation of this yearning and have not achieved any documented successes to date. Other examples of administrators efforts can be seen in the efforts to secure improved rating scales and in the utilization of peer and student evaluations.

Evaluation per se will not automatically improve the learning process. There is misinterpretation because most present systems of evaluation are one-way (down the organizational structure) and reflect past performance. Faculty members often oppose the use of rating scales, performance contracts, etc., because they believe them to be of little value and are unsure of their actual purpose.

Most evaluation systems tend to place all of the burden for student learning on the teacher and free the administrator from any responsibility. Performance contracts and rating scales which place total accountability for student learning on the teacher may promote such practices as teaching for the test, and other similar "adjusting to the halo" practices.

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Care should be taken to avoid features of industrial evaluation systems and similar practices which may not be applicable to the educational setting even though college administrators may learn a great deal about personnel evaluation from practices in business and industry. In the college, as in industry, evaluation is a means to improve personnel performance and is not an end in itself.

Faculty members should be given the opportunity to compete with themselves instead of some artificial standard which may or may not be relevant in individual cases. Any plan for evaluation should be developed cooperatively with the faculty as involvement is conducive to commitment.

Improvement in performance can best be achieved through evaluation of past results to assist the instructor to improve in the future. In addition, administrators must be as accountable for improving faculty performance as faculty members are for improving student learning.

Performance evaluation should focus on the improvement of classroom instruction and possibly should be separate from any system of appraisal for reappointment and promotion purposes.

GUIDELINES FOR THE MODEL PROGRAM OF PERFORMANCE EVALUATION

The first step in evaluating for the purpose of improving the performance of those being evaluated should be to develop the objectives of the program. It is assumed that a separate program of appraisal for promotion, reappointment, and tenure exists and that there is to be close coordination between the two. The following set of guidelines has been developed to serve as a model for performance improvement evaluation:

1. Institutional and individual accountability for improvement in student learning should be the primary objective of evaluation.
2. The instructor and the college administration should have clear understanding of the instructor's duties and responsibilities.
3. Key performance objectives as related to the institution's goals should be mutually agreed upon and made the focus of the teacher-administrator attention during the year.
4. Individual faculty members performance evaluation should be closely related to these objectives.
5. Faculty evaluation should attempt to determine the degree to which objectives have been achieved.

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IMPLEMENTATION OF THE MODEL

As in most cases the difficulty arises when one attempts to convert principles into practice and this program is no different. Essentially the details of the implementation of a program of evaluation based on the previously outlined guidelines must be developed cooperatively between the administration and faculty of the college, because college goals and local conditions must be taken into account, and any program of teacher evaluation must provide for cooperative development if it is to be acceptable to a majority of those directly affected. Realizing this need for cooperative development the following suggestions are offered for use in developing a program based on these objectives.

First, this type of evaluation should provide for an instrument which is representative of the goals and objectives of the institution and which provides for more anecdotal rather than all check list entries. Any promotion, reappointment, etc., evaluation instrument might well be a check list type.

Secondly, subject area supervisors should be used in a consultative role as the individual package of performance objectives is developed between the second level supervisor and the instructor. Also, the immediate supervisor (subject area) should provide coaching for each instructor during the year to assist the teacher in meeting his objectives.

Third, the institution should have a set of goals, both long range and immediate, to which the instructor can relate as he develops his program for the year. Educational leaders (board members, presidents, deans etc.) must develop their skills in defining the objectives which must be achieved!

Finally, the evaluation process from top to bottom must be individualized so as to meet the specific needs of the instructors who are evaluated. It is essential that the administration develop a program of performance evaluation which creates an atmosphere conducive to learning in the College.

PRESENT PRACTICES AT WYTHEVILLE COMMUNITY COLLEGE

Beginning in the 1968-69 academic year the faculty and administration of Wytheville Community College developed a procedure for teacher appraisal which has been used for the past three years, with annual review and modification, to determine faculty salary increases.² The college moved into a 'merit pay' system as a result of a policy of its governing board, the Virginia State Board for Community Colleges, which requires a formalized merit salary increase system.

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Under this system individual faculty members are rated by division chairmen, dean, and president relative to their peers within the divisions of the college. The instrument which is utilized has five areas: classroom effectiveness, preparation, college activities, professional activities, and community activities. The faculty members are rated in each area on a seven point scale ranging from poor to outstanding. Several measurable (and some immeasurable) indicators have been developed for each of the five areas. Also, the college's institutional objectives for the year are considered in the process.

Each instructor has a pre-evaluation conference with those rating him so that some communication can take place concerning the year's activities. The form is completed for the instructor by each rater individually with the results being compiled in the president's office. Following the appraisal, a post-evaluation conference is convened for the purpose of summarizing the instructor's ratings and discussing his strengths and weaknesses in an effort to assist in the improvement of the individual's performance.

Each faculty member's salary increase is computed using the total evaluation points in a pre-determined formula. The entire procedure is reviewed by a faculty committee and distributed to the faculty prior to the evaluation process each year.

A strong point of the evaluation process at Wytheville Community College is the clear understanding by all involved as to how salary increases are determined. It is weak in that it does not take individual differences into account and many of the indicators are subjective.

THE WYTHEVILLE COMMUNITY COLLEGE ACCOUNTABILITY PROGRAM

Our college has adopted a plan which could be referred to as "A Planned Program for Accountability Development" such as advocated by Roueche, et. al.³ The program is essentially a set of principles, practices, and regulations which provides for continued progress toward meeting the institutions objectives.

The formal program has three basic parts: The Local Advisory Board requested accountability related reports annually, an annually reviewed set of institutional objectives which focus on improvement in the total college program, and a system of personnel evaluation which focuses on continually improving individual performance.

ACCOUNTABILITY REPORTS

The accountability reports which must be submitted to the board periodically include:

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1. A comprehensive annual follow-up study which provides adequate data for evaluation of the college's programs and which includes feedback from graduates, former students who did not graduate, employers of graduates, and four-year colleges and universities accepting students transferring from Wytheville Community College.⁴
2. A comprehensive analysis of the college's financial statement annually in September which includes the cost per full time equivalent student for each program.
3. A comprehensive analysis of the college's enrollment each September which includes enrollment by political subdivision, program, etc.
4. Comprehensive reports in September of each year on the progress in the following areas: Learning Resources, Community Services, Facilities, Faculty and Staff Qualifications, and In-Service Training Programs.⁵
5. Recommendation to the board of a well developed set of institutional objectives for each year which focuses on improving the accountability of the college and a report on the success noted in achieving the objectives for the previous year.
6. The development of a comprehensive personnel evaluation and merit pay plan which focuses on improving the accountability of the college.

INSTITUTIONAL OBJECTIVES

The college faculty and administration jointly develop institutional objectives for the year for each major division within the college. These objectives are built around and designed to achieve the institutional goal for the year.

The objectives of the administration, the student services staff, the instructional division, and continuing education personnel are developed and recommended to the college's board for formal adoption. Also, plans for all institution wide activities such as in-service training are developed around the institutional goal and objectives for the year. Copies of the objectives are duplicated and distributed to the board, administration, faculty, and students and published in local newspapers and the college's annual report so that the community will be fully informed about the objectives of the college.

At the end of each year a critical analysis of the progress of the college personnel in achieving these objectives is developed by the college staff. This analysis is reported to the board and is used by the college staff in developing the objectives for the next year.

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PERSONNEL EVALUATION

In the opinion of this writer the old adage "A chain is no stronger than its weakest link" deserves some attention by colleges attempting to develop an accountability program. A service institution such as a college is certainly no stronger than its personnel and if an institution is to improve, this requires an improvement in the performance of its personnel.

The question is "How do you motivate people to continuously strive to improve themselves and to improve their performance"? Most people realize there is no simple answer to this question, however, Wytheville Community College personnel have developed a program of personnel evaluation based on modern motivation and management theories which hold great promise. The program utilizes individual performance objectives and is related to the college's merit pay plan.

The program still in the pilot project stage has been the subject of considerable study by an administration-faculty committee for more than a year. It is planned for full implementation in the near future.

Tenure at the college is handled entirely separate from salary promotion and reappointment and is recommended for individual faculty members by the college president and a faculty committee. The criteria for tenure are established for all of Virginia's community colleges by the State Board for Community Colleges. Also, Virginia's community colleges have a standard rank system which takes into consideration education, experience, community and professional activities, etc., which is in itself a form of merit system considering the salary ranges set for the various ranks.

The "Personnel Performance Evaluation" system at Wytheville Community College essentially takes the form of a negotiated contract between each individual on the staff and the institution. The "contract" consists of a package of individual objectives for the year. The objectives which must relate to the institutional objectives focus on improvement of the individuals performance and must relate to improving student learning. Also, the package includes the individual objectives for personal professional development and some individual options on merit pay.

The performance objective contract is negotiated on an individual basis between the Dean of Instruction and the faculty member to insure some degree of college wide uniformness of standards. The objectives are frequently reviewed and assessed on a formal basis annually.

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The intermediate supervisor (division chairman or department head) acts as a consultant during the establishment and evaluation of the objectives and acts as a coach for the instructor during the year in an effort to assist him and provide continued emphasis on the objectives. The intermediate supervisor plays this role so that he may assist the two parties in establishing realistic goals and at the same time maintain good rapport with the faculty in his division.

MERIT SALARY INCREASE PAY

The procedure for determining salary increases at Wytheville Community College has three parts: (1) a basic increase for all faculty which is related to the funds available for salary increases and the increase in cost of living, (2) a cumulative rating of faculty, and (3) success in completing the annual individual performance objectives. The second and third parts carry equal weight in determining salary increases if any after the base increase has been determined.

The rating of faculty for salary increase purposes is essentially the development of a local norm by utilizing a composite of supervisory ratings based on effectiveness indicators and one of the following selected by the instructor; local norms established for the Purdue Student Rating Scale of Instruction or local norms based on peer evaluation.

The salary increases determined utilizing the evaluation degree of success in completing his performance objectives is based on a three-point scale which are: (1) clearly did not make adequate progress, (2) made adequate progress, or (3) clearly made outstanding progress toward achieving his objectives. These salary increases are also based on a pre-evaluation formula. Thus, the formula for determining salary increases for the professional staff would be X percent of previous salary plus increase based on local norms generated by ratings based on student or peer and supervisory opinion plus an increase based on improvement in performance.

The procedure outlined, which is published and reviewed with the faculty annually, tends to individualize the evaluation of personnel and focuses on continued improvement in performance as its prime objective. Also, the merit salary increase system described apparently is in accord with the guidelines subscribed to by the Virginia Conference of the American Association of University Professors.

SUMMARY

Needless to say the proposed plan is not Utopia. It does not represent the final answer and it does call for a great deal of additional work on the part of the entire college community. It provides a framework in which all of the college community can participate in the evaluation of instruction and a system of communication between all teaching faculty and the administration.

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The most important facet of this program is that it emphasizes continued improvement throughout the college. Also important is the fact that the college has made progress toward providing individual accountability for student learning. However, it is recognized that "We have promises to keep, and miles to go before we sleep..." and that where we stand is not nearly as important as the direction in which we are moving!

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ACCOUNTABILITY: THE INTERNATIONAL DIMENSION

JAMES M. DAVIS

I have copies of this little paper so don't bother to make a lot of notes if you want to bother to pick up the paper. It was prepared sort of A.A. - that's not Alcoholics Anonymous, that's anti-accountability, before I knew very much about accountability. I'm not sure I know very much now, but at least I know I have that helpful bibliography and I know a few sources to go to, to try to give further understanding. Bob Cahow implied that we were using it as a general sugar-coating kind of word to apply all kinds of meaning into and to cover all of the devices we wanted to use it for. I suspect I'm doing that here only more so, because I didn't have the benefit of the last two days when I prepared these remarks. Also reflecting on what's happened in the last two days, I apologize for a rather unforgivable bias in this paper. I think you have noticed this bias creeping into many presentations and I'm afraid it's crept into mine, which is a sort of national parochialism. We are so accustomed to speaking as members of a particular country that I'm afraid my remarks in the printed version, at least, will reflect that slippage and I apologize. It does get a little cumbersome always to talk about Americans and Canadians, and try to be very inclusive. The better way to do it would be to deal with fundamentals that were so broad you didn't need to do that but I don't do that in this paper either, so enough on that.

It is rather universal for us however, to view on our televisions through the cameras of the astronauts, a small blue planet over the horizon of the moon. And conditioned as we are by map study, I don't know how you feel, but I always feel a little strange as I look at it. Where are those national boundaries, town names and ocean names? Somehow, all the type you associate with the map is not there. Just the unit, just the isolated, the lonely little earth spinning over the moon's cold horizons. Now the challenge to us is to prepare students to live on this lonely unitary earth.

I confess I saw this opportunity to share with you at this international conference, a few ideas with regard to the international dimension of the community college. International education was my special interest from the time I entered full time university work in 1948 directly from graduate school - until early 1970 when I came to the Presidency of a community college. This background may account for my concern now to seek some relationship between the international dimension and the community college. American education and particularly higher education has made tremendous strides on the international scene since World War II. About 150,000 foreign students are studying in United States institutions of higher learning. Faculty members travel about the world on various governmental and private grants and assignments, either to teach abroad or pursue research abroad, or assist in the development of the less developed nations. More than 25,000 American students go annually to other countries to study their language and culture, enrolling in their universities. Other countless

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thousands not included in the 25,000 travel abroad to absorb the culture by some strange osmosis which sometimes works and sometimes doesn't.

This last summer, with the reduced air fares there were mobs of young people from United States and Canada in Europe. Two of them were my daughters Carol, aged 16 with her sister Perl, aged 21, and I have a first hand report. Carol said, "I was there 3 weeks and didn't wear a dress once". And I said "but you went to the theatre several evenings in London". She said, "yes, in blue jeans".

Foreign language and area studies have been developed quickly and effectively with federal assistance in many great American universities. The faculty club of most major universities rings with exotic foreign accents. Against this background of facts, my former colleague at the Institute of International Education, Harold Epstein, makes the following penetrating observation. I quote, "Where do the junior colleges fit into this picture? The answer is, that they are not now playing a major role is one of the most important educational developments of our time. None of the significant studies and reports issued in recent years dealing with the responsibilities of higher education in international education, even mentions the Junior college. And even more important the junior colleges clearly have not demonstrated any great imagination or initiative in defining and implementing their role."

The reasons for this lack of significant activity are not obscure. Community Colleges by definition have limited service areas. They cultivate relationships within their own areas through local boards, advisory committees, and many community service activities. These characteristics of locality are their greatest strength. They tend to reflect the views of locally-elected trustees who are representative of local interests. Their identification with particular localities is at the same time their greatest strength and possibly the greatest deterrent to effective international programmes.

In contrast with universities, Community Colleges find few counterparts in other countries. And I recognize the validity of what Ray Schultz said, but would remind you that he was talking mostly in futures, rather than in current status. While it is true that a few countries such as Canada, Japan and Great Britain have effective institutions, very similar to Community Colleges in the United States, in most of the rest of the world the Community College idea has not yet caught on. Universities tend to regard themselves as counterparts of our graduate schools, emphasizing specialized and highly technical professional studies. They leave general education to the secondary schools which often continue a year or two longer than they do here.

¹ Epstein, Harold, "Where Do Junior Colleges Fit In?" in Varrington, Roger, Ed., *International Development of the Junior College Idea*. Washington, D.C.: American Association of Junior Colleges, 1970

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The need for sub-professional personnel which is trained in the Community Colleges in the United States and Canada, is filled by the downgrading of professional graduates or drop-outs from professional curricula or by the upgrading of foreman-level personnel. And I should here footnote that an interesting study of this phenomenon in Mexico was done about four years ago, by the organization in New York, then called Education and World Affairs. That study makes it very clear that the technician need is in fact being met without preparing people who target to be technicians by this downgrading of fully trained engineers and partially trained engineers and by this upgrading of the skilled craftsman or foreman.

Furthermore, typically, Community Colleges deal with the basic aspects of subjects which are widely known and generally accepted. Their innovations tend to be those of method rather than of content. Questions of method turn on student-teacher relationships which are culturally oriented while questions of content have more universal appeal. They are more easily exported.

Faculty members in Community Colleges along with most faculty members in other colleges and universities, are simply not doing frontier research that commands international attention. But there are in every great university some great researchers whose publications are eagerly read in other countries. This leads to an international involvement for those professors with individuals in other countries.

Thus, it is not difficult to analyse the present situation and find some answers to the questions and charges raised by Harold Epstein. That however should not let us off the hook. Even though the scope of college service activity and much of its subject matter is somewhat locally oriented, or not fully relevant to the international scene, the realm of knowledge is unlimited. That which we teach is universal, drawing on all the ages and the whole world for its content. The students whom we teach must live on this little blue planet which shows no international boundaries when viewed from the moon. The truism that the world is decreasing in size is none the less valid and the people whom we teach must be oriented to a world scene and educated away from provinciality and the narrow view. This is our obligation as educators true to our code.

I would like to suggest four areas, in which any Community College can achieve some accountability in the international dimension and to suggest some considerations appropriate to each area.

I - The first and most obvious deals with foreign students. I brought along a few copies here of a paper entitled "Foreign Students in the Community College" which I gave at the workshop on Foreign Students in the two year Colleges sponsored by the National Association for Foreign Student Affairs and Northwestern Michigan College at Traverse City, Michigan on July 11, 12 and 13, 1971. The following is somewhat of a digest of that paper.

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A basic question which we must face is, why have foreign students in a Community College. Our faculty members, trustees and legislators are sure to raise this question. I've been able to identify these five answers. They are: (1) we have foreign students in Community Colleges because Community Colleges exist to educate people and foreign students are people who wish to be educated. (2) We have foreign students in Community Colleges in order to help educate our own indigenous students: the informal rub-off and give-and-take in classrooms, residence halls and snack bars is significant. How much more fruitful this might be if we carefully structured opportunities for foreign students to utilize their distinctive backgrounds in the education of the natives. These opportunities should be built into the curriculum and the extra or co-curriculum. (3) It is helpful to have a variety of types of students in order to keep the faculty interested. The faculty member who teaches foreign students learns something in addition to what he would learn if he were teaching an American student and this adds value to the institution and the enterprise. (4) A perfectly valid reason for having foreign students in Community Colleges is the impact that they may be able to make on the community. I emphasize the "may" because this is one of the areas which needs careful planning and control. Both the community and the student needs some careful orientation and preparation so that this impact or relationship may be fruitful. (5) By enrolling foreign students we enhance the image of our own country in the world and in particular countries and homes when a student from that other country and that home is in an institution here. The letters home, the activities of the individual after he returns home and the whole relationship recognize the common humanity of people and the goodness of individuals wherever they are. Our 57 students who have just completed four months in Switzerland, brought our own community closer to Switzerland in a very helpful and creative way and also brought the town of Friborg closer to our community.

How then can we let it be known that we are receptive to foreign students? Specifically, we can deal very carefully in a professional way with the foreign students who may come to us of their own volition. They certainly will identify us as being open institutions if they happen to be here for other purposes. There is an American bias in the following for which I apologize: you'll have to make some adaptations for Canada. We can send our catalogue to the overseas offices of the Institute of International Education, to the Overseas Fulbright Commissions, to the Office of International Training of the Agency for International Development. In our situation at least, we can cultivate good relations with the admissions offices of nearby universities which at least in some Michigan universities do not want freshmen and sophomores from other countries. Therefore they respond to inquiries by suggesting places where the freshman and sophomore might apply if they want to come to the States as freshmen and sophomores and then be considered for transfer to the major university to which they are originally writing.

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Community Colleges must revise their open door admission policy when dealing with foreign students. They must assure themselves that the students from other countries whom they admit have good prospects of success by analyzing their academic background, economic capability and English language facility.

It is of fundamental importance that the college which accepts a student from another country, help him find suitable housing which can maximize the benefits of his being here. A competent foreign student advisor must be designated and given assistance to prepare himself to do an adequate job. The best way to achieve this is by supporting his membership or that of the institution in the National Association for Foreign Student Affairs in the United States or the counterpart Canadian organization.

The student from another country may need assistance to develop fruitful associations with American students and Canadian students who want to associate with him. Special efforts in the area of student activities may be indicated. With the best possible screening for English language competence some remedial means should probably be available. Certainly not a full-grown programme of English as a foreign language in most of our institutions, although I understand that this is a very big programme at George Brown College in Toronto, but possibly some tutorial assistance in smaller institutions or grouping of foreign students in particular English classes is indicated. A careful program to help the student relate to the community and the community to relate to the student is needed, as already indicated.

II - A second area of international involvement for Community Colleges is study abroad by students in the College. We have just launched, this last spring term, a program of study abroad at the University of Friborg in Switzerland. Thirty-seven students were there this spring focusing on learning French or German, having about twelve hours a week of instruction in the language, living in French or German speaking homes, taking another course in which French or German was the language of instruction, and using the language in daily life. Our formal evaluation of this program is not yet complete. But all of the informal feedback which I get considers it highly successful. It had a beneficial effect, not only on the students who participated, but the mere fact that we offered such a program stimulated enrollment in our French and German classes during the fall and winter terms and the coming year. Those who went are advising their younger friends to complete the required beginning language courses so that they will be eligible to go next year. A father spoke to me at Rotary the other day telling me how his son who was just back from Switzerland, spoke to his younger sister and said, "You should go to Northwestern Michigan College so you'll be able to go to Friborg and when you get to the College be sure and get your language because they require you to have a certain minimum facility before you go. But you should go."

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Incidentally, I think we have plenty of people and I'm not seeking business, but the way we did this, we invited a few - well, we invited all the colleges in Michigan and they mostly ignored us, to share in this, but one of them sent three people and the local highschool sent two people, and Interlochen Arts Academy sent two people and the other thirty were our own. Now, we charged them only \$781.00 for transportation, instruction in Switzerland, room and board in Switzerland for about sixteen weeks, which is really low: most programs are twice that, around \$1,600. We did charge them our local fees if we gave them the credit. If they were from Kalamazoo Community College, or Interlochen Arts Academy, or the local highschool, we didn't charge them a fee unless they wanted our credit. So, if you're interested, we can include probably a few more next year. We're not beating the bush as hard because we have a good viable group now, but if somebody is interested we'll be glad to work with you. You enroll them, give them your credit and we'll handle all the logistics at no extra charge to you, just as a service.

I'm not suggesting that each college develop such a program but that colleges either join with other colleges who have the skills and personnel to operate such programs in a cooperative arrangement or that they encourage students to participate in the many programs which are available.² Now, from the United States viewpoint, the Handbook on International Study for United States Nationals published by the Institute of International Education lists all the programs and all the sources of additional help. I would not be quite honest if I didn't advise a little caution in dealing with these programs and some attempt to verify them.

III - The third area of International involvement concerns the exchange of faculty members. In the spring of 1970, I began communicating with the Office of Education in Washington with regard to our having a visiting Fulbright teacher on our faculty. We had a particularly outstanding man from Australia assigned to us. We paid him, but they provided transportation. He taught in the English Department. I confess that the English department was not fully convinced at the offset that this would be a good idea. In fact, I had to use a rather underhanded pressure trick of trade-off. I said to the English Chairman, I'll appoint the person whom you are recommending, if you'll accept this exchange professor. However, after the initial hesitation, the English department did accept the idea and the outcome was highly successful. Our visitor earned the respect and friendship of the entire faculty. He taught his courses very well and added a refreshing international dimension to the faculty. I'm sure that anyone of some of twenty faculty members who may in future find himself anywhere near Sydney, Australia, will visit our man. We plan to have one or

²See Handbook on International Study for U.S. Nationals, New York: Institute of International Education, 1970

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two such people on the faculty each year and there are other places to get them in the States. I'm really not sure how to do this in Canada, but in the States, we're also in communication with the Experiment in International Living.

More important to the local scene is the provision of administrative support and opportunities for local faculty to teach abroad. It is as true of your institution as it is of the one which I serve, I suspect, that most faculty members do not have sufficient savings to finance a year abroad. However, there are many programs available to those who seek them out. Coupled with the sabbatical year arrangement which provides one-half salary, we feel it quite feasible to look for the development direct exchange relationships with certain counterpart institutions in England. I hope to visit there this fall to complete the arrangements which have been taken about as far as they can at this point through correspondence. I had a contact with the Association of Principals of Technical Colleges in England and this person read my letter to the Association, inviting interest in such a faculty exchange. I had three responses. I began corresponding which was very much delayed and frustrated by the British mail strike. I pretty well eliminated one of the institutions as not being one that we would want to relate to and I set one up as the one we would most like to relate to and then I identified a third one which I would like to investigate in case the prime candidate did not work out. The principal of the one I was most interested in took an assignment to Africa for three months and his vice-principal hadn't been briefed on this. This is all detail. The important thing is that when I get over there to talk to them, I think we can work out a good arrangement which will be mutually beneficial and quite simple to operate.

Many faculty members want to have a year abroad, most of them are quite capable of teaching in another country if English is the language of instruction. They will find the experience of living in another culture and working in another academic community stimulating and beneficial, if this can be done, and we are working hard to achieve such an arrangement.

IV - Fourth, and finally, it seems to us that the continual admission of foreign students, the sending of students abroad with faculty staff accompanying them, the receipt of foreign faculty for short periods, and the sending of our faculty abroad for short periods, will inevitably lead to an increasing internationalization of the curriculum. The humanities and foreign language represent the aspect of the curriculum most easily internationalized. However, the social sciences can hardly deal with current problems such as world population explosion, or hunger emerging in many countries, or the disparity of income and consumption between countries, without building internal dimension into their content. History and geography are obviously international but the sciences themselves also draw on learning developed throughout the world. The relationship of a man with an empty stomach to international

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peace is not hard to trace. African history, the emerging nations, the relationships between culture in other countries and the cultures in the United States or Canada, and a host of other topics, are basically international in dimension.

Even the vocational technical areas can have some interesting international aspects. Technically competent people are generally in short supply in developing countries and a few pioneering programs have been developed by the Institution of International Education to serve this need: one in California and one in Georgia.

Our community service and adult education programs offer significant opportunity for community enlightenment in the international sphere. This year for example, the tremendously valuable series of television programs entitled *Civilisation* narrated by Sir Kenneth Clark became available on film for loan for a community college. We put together some private contributions; federal funds and local funds in order to purchase this series and offered them both as adjuncts to credit classes and as community service projects. They were greatly approved by both students in the full time classes and more senior listeners seeking a broader cultural basis. This series makes a glowing and exciting presentation of the emergence of western civilization mainly through architecture and the fine arts and I expect we will repeat this whole thing annually.

In 1966, the United States Congress passed the International Education Act, which was designed in the words of John Gardner, "To strengthen and develop American educational institutions which must provide the resource base of talent and knowledge for our efforts abroad and for public enlightenment at home".³ This Act has never been funded by the Federal Government.⁴ We cannot wait. Our students are here now and they stay with us for a brief two years at most. There is much that we can do now to meet the challenge of accountability for the international dimension.

Here is a great opportunity, let us rise to meet it.

³ Congressional Record, October 13, 1966, p. 25496

⁴ See Davis, James M., "The U.S. Government and International Education: A Doomed Program", Phi Delta Kappan, January, 1970, pp. 235-238

FURTHER EDUCATION IN THE UNITED KINGDOM

H.O. HUGHES

We, who are closely associated with Colleges of Applied Arts and Technology or with Community Colleges, know that they are part of the structure of the society which has give them birth. We cannot describe our Colleges without reference to the society with which they are associated. The same applies to Further Education in Britain. Yet, in the time available, I cannot begin to explain the structure or the history of the society into which this system fits. I must first explain what is meant, in Britain by the words "Further Education".

Further education has been described as a post school publically provided education other than that obtained in a university, teachers training college, military college or (for some reason) a college of music. However, one must consider that British school education is not the same as North American school education and that British university education is different from that in North America. In Britain it is University education which is called "Higher Education".

The Growth of Further Education

Further education in Britain has its roots in the eighteenth century. At this time it could not be called "Further" education since it did not follow any other kind. Institutions created then were not planned, they just grew from local needs. They grew and shrank in numbers for a hundred years and then in the last half of the nineteenth century they grew again in numbers and in size. They were primarily concerned with teaching people the fundamental principles which underlay their skills. The trade skills were taught to apprentices by the master craftsman on the job. In the second two decades of this century technical colleges were set up by the Local Education Authorities to meet local needs. In 1944, during the war, an Act of Parliament imposed a duty on all Local Education Authorities in England and Wales to provide adequate facilities for further education and by 1947 there were 681 major establishments with three quarters of a million students being taught by 4,500 full-time teachers and an army of part-timers. These colleges still served essentially to satisfy the local demand for technical education but some academic work was being done. However, little coordination had, at that time, been introduced.

During the period 1947 to 1956 the number of colleges had increased by only 80 but the student population had expanded from 3/4 to 1-1/4 million taught by over 12,000 full-time teachers. Moreover, the pattern had changed. Most colleges were still drawing their students from their immediate neighbourhood, but the area colleges had been opened to cater for somewhat advanced courses drawing students from a larger area, and twenty-two were offer-

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ing a number of advanced and specialized courses and were drawing their students from much larger regions and even from other countries. These are the regional colleges. Eight colleges, offering only specialized courses and drawing their students from the nation as a whole are designated National Colleges. Some of these National Colleges are still with us with an unchanged role.

By 1963, the regional colleges had grown in number but ten of them had concentrated their efforts on only advanced courses and these had been designated Colleges of Advanced Technology. Apart from these there still remained 25 regional colleges. The total number of colleges had shrunk by 10 but the number of students had increased from 1-1/4 to 1-1/2 million. The astonishing fact however, is that the number of teachers had more than doubled to become over 28,000. The reason for this is that the number of full-time and part-time day students had increased much more than the part-time evening students.

Since 1963 the Colleges of Advanced Technology have become or have amalgamated with universities and their student and teacher numbers have been omitted from the statistics. The proportion of full-time and part-time day release students is increasing at the expense of the evening student.

Now, a group of regional colleges has been promoted to the status of Polytechnics. This is an effort to concentrate the more expensive courses into a few colleges so that faculty and equipment can be used by larger numbers of students. This rationalization has been made possible by the larger number of full-time students who, unlike part-time ones, can move away from home to study.

Where The Students Come From

Whereas schools give a general basic education in Britain with a degree of specialization for those staying on from 16 to 18 years of age, the further education system supplies specialized education and training for specific skills required by industry, commerce and the professions (other than the church and the military). It also provides more general education and some non-vocational education. The students are mostly looking for qualifications which are of direct use to enable them to obtain better paid positions. Only about 5% of the students go from further education to university.

Some students go to college on their own initiative and using their own resources. These students, the backbone of the system, usually earn their living during the day and attend classes only in the evening. I say that they are the backbone of the system because, for 150 years this type of student was almost the only type of student in the system and even today they form about 40% of the student body.

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As the demand for qualified personnel increased, industry and government have given more assistance to the student. Industry has several schemes for training personnel. Some have their own trade schools. Many send their apprentices to college for one day per week for 38 weeks a year and usually this student has to spend at least one evening per week at college as well. This is done with the blessing of and sometimes at the insistence of the trade unions. Industry pays the student and pays his fees. These are the day release students and they have a good record of success. Another scheme, less successful, is that where students alternate between college and work for short periods of 2 to 4 weeks at a time. These are the block release students and together with the day release students they form the group of part-time day students. A third scheme, which is highly successful, is where students alternate between college and work for periods of 6 months at a time, for 3 years. This scheme falls into two subdivisions. One is for the industry based student who is under contract to a company which pays him all the time and pays his fees as well and to which he returns during his period in industry. The other is for the college based student who has meaningful work found for him by the college during the 6 month period in industry. The college, in both cases, negotiates with the employer for the student to have real and varied industrial experience during the period of employment and the faculty visit the student during this period to ensure that he is being given reasonable treatment, and to discuss his progress with both the student and his employer. A valuable side effect here is the first hand knowledge obtained by the faculty of the demands which employers make on their staff. For statistical purposes this student is classified as full-time.

All companies are not as keen as some, on providing this education for their young employees. Large numbers of companies are now doing this because of an incentive given to them by the government. Quite simply, every company in some 25 industries, who employs over a certain number of skilled workers has to pay a levy either on a per capita basis or as a proportion of the wages paid. For every apprentice which the company trains, it receives a grant out of the fund produced by the levy. The levy and the grant usually about balance if the company trains a reasonable proportion of its personnel. The training has to be approved by boards set up for each industry and mostly the apprentices are sent to Colleges of Further Education. The effect is that industry is forced to invest in employee education which the boards ensure is a good all round education and not merely job training.

A major difference between British and North American Colleges lies in the method of awarding qualifications. In Britain less

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than 1% of the students in Further Education receive their qualifications from the College at which they study. Nearly all graduating students receive their qualifications from a nationally known institution or a body which is known to conform to national standards.

Before discussing the qualification-granting institutions, I wish to emphasize strongly two far reaching effects of this system.

The first concerns the student. He may be resident in London or one of the major cities or he may be resident in a little known country town. He can attend the local college and, if successful, will be awarded a nationally recognized qualification. When he comes to use that qualification to obtain employment, he will not have to establish the reputation of his college for his prospective employer to assess the value of this qualification. The large colleges in the major cities do not offer better qualifications, they offer the possibility of obtaining qualifications in more areas of study. I shall discuss the methods used in achieving this uniform value of the qualification later.

The second effect concerns the relations between the students and the faculty. Although the faculty member has some part in the mechanics of grading, he is so effectively (and unobtrusively) supervised that he has little effect in the ultimate award of the grade, (apart, of course, from his effectiveness as a teacher). This means that the student can feel free with the teacher to discuss any difficulty without fear that he, the student will adversely effect his grades by exposing an area of ignorance to his teacher. In short the student feels that the teacher is on his side against the establishment. This allows a freer, a more effective and more pleasant student-teacher relationship that appears to be the case here in North America where the student usually regards the teacher as part of the establishment.

Let us look at some of the institutions which award qualifications. First and foremost in terms of reputation is London University. If a student lives in Peru or Ontario, Malawi or Arizona, Indonesia or England, he or she can obtain a degree awarded by the University of London. The University External Registrar has to be satisfied that the student has the potential to succeed; the student is then registered and after a minimum period of study either privately or at any institution has to take examinations; (there are restrictions in some areas such as Medicine and Engineering). If he passes he is awarded a degree. London University has an international reputation and its standards are high. Its services are used throughout the world and, not surprisingly, especially in England. A registered London degree

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student at one of the colleges, will be prepared for the London degree examinations and his lecturers will have no more control over the content of the examination paper or of the grading than the student does himself. When his students are writing the examination paper, the teacher will suffer like a man whose wife is giving birth.

So much for London University. In 1964 the Council for National Academic Awards received its Royal Charter enabling it to award degrees to students who successfully complete their studies in British institutions other than universities. The council of two dozen or so members represents industry, commerce and education and although many degrees are equivalent to those awarded by universities there are also degrees in some subjects such as commerce and business management which are not available from universities. This council has shown itself to have a realistic outlook to the needs of industry and of commerce rather than to aim at the less practical heights of the academic world.

London University and the Council for National Academic Awards offer degrees to the cream of the students in further education, some 2% of the student body. The other completely national institutions to consider are: The Royal Society of Arts, founded in 1758, and much more important, the City & Guilds of London Institute, founded in 1878. The City & Guilds of London Institute awards certificates in a wide variety of fields and in a wide range of levels of competence, from cookery to advanced computer science, from bookkeeping to telecommunications engineering. Essentially, the college provides the tuition and the City & Guilds Institute sets and marks the examination. When a college wishes to offer a course leading to a City & Guilds certificate, it has to satisfy the institute that it has the equipment necessary and the qualified personnel (full or part-time) available to teach the required subjects. It also has to submit timetables showing the number of hours during which it intends to teach each subject and the number to be allotted to practical work. When the Institute approves, it will allow the college to submit candidates for examination. The Institute may require homework and practical notebooks to be submitted and examples of student work which have been certified by a teacher to be genuine. It will also send examiners to supervise practical examinations. Thus the City & Guilds Institute takes good care to ensure that its certificate holders are of the right calibre.

A system of control of certification of competence similar to that of the City & Guilds Institute is used by the Regional Examining Boards which award the Ordinary and Higher National Certificates and Diplomas. The Examining Boards consist of members of the

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professional institutes from within the region and the government's Department of Education and Science.

Since the professional institutes and the Department of Education are national organizations, the Regional Examining Boards are similar in many respects and notably in standards of qualification. The control which they exert over the level of attainment required for their qualification is highly effective and works thus: When a college has convinced the Department of Education that it has a sufficient demand for, say, a Higher National Certificate course in Mechanical Engineering, it makes a detailed application to the examining board. This application is similar to that made to the City & Guilds Institute but it also includes a course outline for each course. When negotiations have produced an agreed scheme, the college offers the course. While taking the course, the student has to retain all homeworks submitted for marking, all practical notes and drawings and some of the material he has produced in the workshops. The college or the examining board may set the examinations. When the college sets them, it has to submit to the examining board, the papers together with model answers and a marking scheme before the students take the examination. The boards may criticize or amend the papers and do not hesitate to do so if necessary. The students then take the examinations and the teachers mark the papers. The marked papers are then sent to the examining board for assessment. The board usually also requires the workshop notes and drawings and sometimes homeworks and specimens of practical work. It requires the total percentage homework mark and attendance for each student and sometimes a classwork assessment (given as a percentage) by the teacher. In order to pass, both the attendance and classwork mark have to be over 60%, the examination result has to be over 40% and in addition, 30% of the homework and/or practical work mark together with 70% of the examination mark has to exceed 50.

Control over the level of achievement for successful qualification is therefore, very considerable. The student who gains most from this is the one from a small college in an insignificant town. His certificate is nationally recognized even if his college is unknown.

Accountability

Due to the short time available, I have only been able to touch on certain aspects of British further education. I cannot, however, resist the temptation to comment on accountability.

The colleges are not represented per se on the boards of institutions which award qualifications. However individual faculty

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members by reason of their expertise in their own field are on these boards. The colleges then, have only a small influence on the institutions which set standards. The effect is that the colleges have their goals set for them. Since Colleges publish their lists of student successes, these can be used as a measure of success of the college and because the yardstick of student success is not determined by the colleges, the success of the colleges can be compared to each other. The local taxpayer and the national government can make an accurate assessment of the performance of each college. The institutions which set the goals and assess the students are accountable only to their members. In Britain, as in other parts of the world, each profession decides the level of competence of its entrants.

Conclusion

Further education is always changing and being brought into line with the needs of industry. It has served Britain well and since many of its graduates have emigrated to North America and have been welcomed here, it has also served this continent well.

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PERFORMANCE CONTRACTING

CHARLES L. BLASCHKE

It is indeed a pleasure being here especially to discuss some topics, one of which originated in Canada almost a century ago, performance contracting which was disbanded after a period of time. Today, I'd like to talk about two mechanisms for introducing accountability, mostly at the elementary and secondary levels because they really haven't been applied at the community college level. The first is performance contracting. I'd like to discuss what it is, what it is not, the extent to which it is being used throughout especially the United States, and some of the reasons why it has come into being. Secondly, I'd like to discuss for the first time in Canada, or at least release some results for the first time, of a computer based model used as a management tool for accountability which our group has been developing since 1967. A handout will be made at the proper time to assist you in going through some of the results which we have come up with, as recent as 9:00 a.m. yesterday morning.

Performance contracting is a managerial innovation which pays those people responsible for student achievement on the basis of student achievement. Those "people" could be private contractors, or a teachers association or individual teachers. Performance contracting should not be reviewed as an end in itself where private industry comes in and takes over a school, but rather as a means to catalyze reform. Let me be more specific. During the first year, the performance contractor demonstrates a learning system which he feels will work best with a particular target population. And then if it is successful, the school system adopts the contractors program on what we call the "turnkey" process. The school has to make certain managerial changes if it too, is to realize the potential cost effectiveness or efficiency, that was demonstrated in the first year by the performance contractor.

In discussing performance contracting and the cost-ed model, I'd like to give you my definition of what constitutes accountability. Namely a management approach, management by exception if you will, whereby goals and objectives and particularly criteria for measuring success are agreed upon through a participatory management decision-making process, by which teachers, students, administrators are involved. Once the lowest operating units, the classrooms, decide what goals they are willing to be held accountable for, then resources, technical assistance etc. are provided to those units which are willing to be held accountable for more results or for similar results at a higher level of student proficiency.

The purposes of performance contracting I think, as perceived by many school administrators are several fold. First it can provide an additional capability to those existing schools operating

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in an area where it really doesn't pay the school to expend the funds to set up a new program which 5 years from now may not be demanded. This is particularly true when new industry moves into an area requiring trained, skilled employees. Secondly, performance contracting can be utilized as a vehicle for experimentation. The request for proposal which is the heart of the performance contract approach specifies what the contractor is supposed to do as well as the cost constraints in which he must operate. It does not tell the contractor what system, what methods, what curriculum etc. he must use. After all, he probably is one of many firms that has developed various learning systems and it is up to him to tell you in terms of the guarantee which reflects his confidence and the cost, what he thinks he will be able to do. And thirdly, performance contracting is viewed by some as a means to solve some of the political, social, and economic problems facing schools across the country.

HOW EXPANSIVE HAS IT BEEN?

The first phase of performance contracting began in Texarkana, Texas in 1968. We were involved in planning that particular program which cost about \$250,000. The contractor guaranteed to raise the children 1 grade level in 80 hours for the cost of \$88. If it took him less time, then he received incentives; if it took him more time, he had to reimburse the school for money already paid him. So from a start of \$250,000. it expanded the next school year to approximately \$20-25 million dollars with 40-60 projects across the country. And next year, its very difficult to say where it is going. I understand the state of Michigan, under the leadership of John Porter is hoping to spend \$23 million on performance contracting with school districts during this school year.

The Office of Economic Opportunity in Washington experiment in performance contract is probably the largest in the history of public education, over 30,000 kids were involved, coming from 20 school districts - 18 of which have entered into contracts with 6 private corporations. And 2 teacher associations are under incentive contracts. All contractors have to raise the student at least 1 grade level or receive no payment. For anything above one grade level increase in math and reading, as measured by our standardized tests and interim performance objectives, the contractors, the teachers or the firms will receive increments. At a certain point or grade level achievement, the companies will reach their break-even point and any achievement above that level will be profit. The results are not in yet and will be released by the Office of Economic Opportunity sometime I would guess, in the next month to a month and a half. In this case O.E.O. used performance contract as a vehicle for experimentation.

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The results from other performance contract projects, some in Virginia, Michigan and elsewhere, indicate that on the average, contractors are raising students at a rate double that which they were achieving for a cost slightly more to approximately double the amount that the school was expending in previous years. The original project in Texarkana, Dorset Education Systems, the contractor, raised the students about $1\frac{1}{2}$ grade levels in approximately 80 hours for an actual cost of \$81. There were some allegations that some test items were taught or appeared in the curriculum. Last week the second year of the contractor's progress, was released showing a 1.7 grade level gain in a similar amount of time, with all the alleged contaminated frames removed.

WHY PERFORMANCE CONTRACTING NOW?

First, the theme of this conference, accountability indicates the demand that the public and taxpayers provide more dollars, if and only if, more results can be achieved. And of course, performance contracting simplicity implies 'no results, no payment'. Secondly, as I referred earlier, it is a low risk, low cost means for experimentation. In the project in Virginia which is still being reviewed because of some questions regarding the test, adverse conditions and the types of tests that were used, the students achieved slightly more than what they had achieved in a previous year at a cost to the contractor which was about $1\frac{1}{2}$ times; however because of the nature of the incentive formula, the school system paid the contractor a third of his costs. If the students in O.E.O. programs do not achieve one grade level gain, then all 6 million dollars will be turned back to the Federal government and back to the Federal treasury. It has been a low risk, low cost, approach to experimentation.

Some have argued that performance contracting is a means to provide for politically palatable and educationally effective integration. This happened in the Texarkana case which is the home town of the freedom of choice movement. They were integrating at the ninth grade level. The black kids were 70 percent behind the white kids and through this approach was to take these students and accelerate their achievement in math and reading concurrent with their integration. The fears of the white community were removed and the embarrassment of many of the black parents was partially removed resulting in 71-29 percent defeat of freedom of choice during the school board election.

Incidentally, in Dallas, a new twist was incorporated in the planning of that project. The school district would utilize the performance contract during the first year. If it worked, then at the 9th grade level the contractor's program would be adopted the next year at 10th, 11th and 12th so at the 4th year the school

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system will have internalized the contractors program. This was in math, reading and vocational training. And in the 5th year, the school system would accept the responsibility of guaranteeing equity of results. That is to say, they too, like the contractor would guarantee that every student would be achieving at grade level. Dallas recently announced a new integration plan whereby they hope to utilize TV as a means for integration rather than bussing, whereby students, black and white, actually can speak across town through a two-way community audio-visual network. The position stated in their plan to the federal district judge is: if the kids don't achieve at the same level, the whites and the blacks and the chicanos, then Dallas will be held out of compliance and will go to bussing in the following year.

Performance contracting also provides I think, an opportunity for parents, community control groups, even taxpayers to be involved in designing specifications. In the Dade County project which we've been developing over the last six months, we set up a committee made up of parents, teachers, drop-outs and administrators, who designed the specifications - how many grade levels for the certain dollar cost. The teachers have bought the program. Beginning next January, a project will be initiated where teachers could earn up to \$110. extra per student if the students achieve approximately 150% over their expected gain. Teachers will also be provided \$55. in risk capital whereby they have to guarantee the children will achieve that 150% increase or have to pay back the \$55. That money is to be used to invest in classroom equipment or to invest in their own training as an investment in the classroom. Teachers will also be provided \$55. to defray operating costs. In this project, the American Federation of Teachers group will "compete" with the National Education group and the classroom teachers group. A 4th contract will be let to a private corporation which will have all of the other incentives with the exception of risk capital.

Some have argued that performance contracting will humanize the classroom as opposed to the general theory that it is dehumanizing for both the student and the teacher. A very interesting serendipity which I've noticed in reviewing many of the programs across the country, namely that the student is the focus of attention. Teachers are dependant upon how well the student learns. They no longer perceive their role as a teacher, teaching at kids, but rather as the resource person to assist a student to learn at his own rate. So in this sense you have not only learner-centered instruction, but also learner-controlled instruction. In fact, a recent article said performance contracting will die, not because every kid is a winner, but because every kid is

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a hustler. We had one such incident at a senior high school class where a ringleader of the students in the group went to the contractor and asked him how much it was worth to have all the kids there at post-test time; and to do a good job on the post-test.

And last, performance contracting has been argued as a means to improve the efficiency of instruction in certain areas such as vocational training, math and reading. The school system when it adopts the contractors program however, is going to have to make some very, very hard-nosed decisions to determine whether or not they are going to achieve the level of efficiency. I'll give you an example. It might well be that the contractor uses capital-intensive instruction (teaching machines, para-professionals) and wants to schedule this program 12 hours a day. That means the district will have to buck the regulation and certification, the 6 hour day limitation proposed by the union etc. And only if the school is willing to make certain decisions can it expect to realize the full potential of the contractors program.

To regress a bit, the model that we developed was unrelated initially to performance contracting, but is generally in line with the concept of management perspective and economic analysis of school system operations. The model can be used for planning purposes, for simulation purposes, for program design and to evaluate performance contractors as well as typical school system programs. Briefly, if you'll bear with me to look at this de-humanistic computer print-out*, what we've attempted to do, is to divide all the activities that go into a school systems operation into cost categories - those which are dependant upon time - how many days the school has to operate a year and those that are non-time oriented but are achievement oriented - a programmed text a student may complete in half a year and therefore require another programmed text for continuation. And we've broken the categories further into 14 modules, ranging from a classroom instruction module to a testing module to a lecturing module right down the line with approximately 1200 variables built in. What we're attempting to do is to portray the economics of a school systems operation, not from an administrative point of view but from a management point of view. Now if you refer to the document - this is one of 7 computer print-out reports. In the typical elementary school throughout the country, it costs \$155. per student per year for a program in reading. We also note the opportunity cost of not making certain decisions. For example: the average school in the country is used 11% of the time. Now assuming theoretically that the school could be operated 100% of the time, which may be unrealistic, you would find that the opportunity cost of not running that program 100% of the time is greater than the actual operating cost of the school, because interest is being paid on the facility that is being under-utilized.

* Attached

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Referring back to your document, we've attempted to rank the most important economic factors in a school systems operation. If you look on the left hand column where it says rank of 93, you find the cost factors contributing most to total cost of the school systems operation is the staff ratio. Going to the extreme right column where we have the relative power since staff ratio is the most important factor, we give that factor an arbitrary value of 100%. Then compare the other factors, annual pay of teachers, hours spent per day, staff ratio principal and all the other factors. We find that annual pay of teachers is 75% as important as staff ratio. Now, if you'll look at the middle column where it says initial value, these are the figures that we arrived at throughout a year and a half of research. The average elementary school, 3rd grade, has a class ratio of 29 to 1. Annual pay of teachers is \$9302. Look to the right hand column where additional cost value is depicted; you can see that if you increased your total operating budget by 1% that would mean an increase from \$9300. approximately to \$9480. per the average teacher. If you couldn't increase your total operating budget and you had to absorb that somewhere else in the system, all the columns on the left hand side under 1% savings are the equal cost trade-offs. That is to say, you could increase your teachers salaries by 1% of the operating budget and not have to increase your total budget if you increase student ratio from 29 to 1 to 29.7 to 1. Conversely, a 1% decrease in teachers salaries on the average (through the use of para-professionals) would justify books and audio-visual increase of about 80%. What this sort of analysis tells the school administrator is that, if he has to cut his budget next year, he doesn't want to look at any factor below "useful life of classroom" which has a value of 10. Anything below that is really insignificant. I'm sure many of you have been to board meetings, be it in community colleges or school administrators, where you find that the first thing cut was audio-visual equipment or books and materials, which is only 1% as important as staff ratio, or 1/75th as important as teachers pay.

Now, what we have attempted to do, in terms of trying to decrease the cost of pilot program tests is to simulate the costs of alternative ways of improving the effectiveness of programs. For illustration purposes, let's say that we were modelling vocational training. You would probably find that vocational equipment costs are very high in the economic factor ranking in our community college situation. Annual pay would still be high. We planned one program in Dallas where a private corporation worked out a rather unique on-the-job training program with local employees. We set up an incentive structure whereby the on-the-job training employer in draftsman training or automotive mechanics would take a person and provide him with hands-on equipment training. As long as the student was in an "on-the-job training" status, he would only have to be paid 50% of the minimum wage. The moment he became certified as job ready, then it jumped to 100% minimum wage. On the other hand a

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formal classroom training firm provided instruction in the principles of automotive mechanics. Based on experience in job corp programs, the average student could get through that program in less than 200 hours. So that firm was given an incentive. For every hour less than 200, the firm would receive a bonus which immediately created a conflict between the "on-the-job" training employer and the private corporation providing formal classroom instruction. And they had to decide individually with every student, where he was, how much time it would take him to a certain point where he was job ready. One secretary ran that program with 500 kids and I understand it's been fairly successful. The job demand for the graduates has been three times greater than the supply. Next year the entire training institute which has about a \$10,000,000 budget is going to be turned into 27 performance contracts in the Dallas program.

The important thing is that you can simulate a program, not necessarily run by a performance contractor, into an existing school systems such as one that has a ratio of 1 teacher to 600 kids, with 32 para-professionals, a computer for diagnosis and prescription, and 5 types of teaching machines. You can then project that 5 years from now, with a certain rate of inflation and certain salary demands on professionals, clericals etc. what it will be costing you, under your traditional system versus what it would be costing you under one of the 2 or 3 other programs that have been simulated. We will be utilizing the Cost-Ed Model as a simulation device to determine whether on paper a performance contractors proposal makes sense. It might just cost too much over and above the existing operating budget to adopt the program and continue operating it.

What is the relationship or the implications of performance contracting and models such as this to community colleges? We've been working with the consortium of several firms and tried to develop a program for returning veterans, 28% of whom are disadvantaged educationally. They don't have a high school degree or they don't qualify for college. Under the new G.I. Bill in the U.S., the veteran can now spend up to \$200-\$250, depending on the number of dependants, a month for basic remedial education prior to enrollment in the college of his choice. And this money expended for basic remediation, does not count against his 3-6 month obligation. And it's quite possible to have an outside group under contract to the university or college (allowing the college to take the 20% overhead for administration purposes) to accelerate the achievement of these veterans 3-4 grade levels in 3-4 months in various areas, perhaps using the G.E.D. as a test or any other standardized test. I think another opportunity for utilizing performance contracting has been discussed in upper states, New York in their community colleges and elsewhere.

Regarding open admissions policies, very few English professors or literature professors whether a community college or university,

BLASCHKE..cont'd

would delight in teaching remedial reading; there is also a political stigma attached to lowering standards. Hiring an outside contractor on a temporary 3-4 month basis during the summer prior to the 2nd semester does solve the problem, and could increase the total enrollment in the system, precluding the need to graduate for political reasons many open admissions policy students and 3 years from now find that they are protesting because they didn't get the education they thought they did.

In terms of the application of a model such as the Cost-Ed Model, I think it does have implications for community colleges. I understand in Canada, you have a System Support Group that is developing PPB systems for various community colleges across the country. PPB systems cost about 10 times the Cost-Ed Model. This sort of decision making portrayal of information allows one to make decisions that really aren't that presentable through a traditional PPB system. I think one important thing worthwhile to consider is utilizing some sort of economic analysis to determine the potential opportunities for utilizing private industry as an on-the-job employer to take a large portion of the training functions of community colleges off their hands allowing the community college to specialize in formal classroom training where it has a comparative advantage. But at the same time, you have to look at the various economic advantages to the firms. For example, if only one firm of a particular type is in a locality, and if a student is trained at your college and can only be employed in this area in the firm, then the firm should be forced to share the cost of training. This is one area where I think you can consider some new breakthroughs in technical training that are available; Job Corps programs and those in the military. The State of Utah for example, requested that the Defense Department give them a copy of a 256 hour video-tape of the fundamentals of electronics training, which had been validated through 9 cycles with 4 types of students. The program was adopted in a pilot program and got about the same results in about 50% of the time compared to existing programs. The costs were very minimal and now its being used throughout the State at a total cost of postage on a letter and postage to have the military send the tape to the college. In an analysis of Department of Defense training programs I found over 950 programs that have direct civilian application.

We've talked about accountability and tools, mechanisms for the implementation of the concept. But just like any tool, performance contracting, turnkey operations and economic simulation models are limited technically and they're limited by man himself in the way he wants to use them. I think accountability has demanded that people in education, administrators, teachers develop a new perspective, as well as a willingness to accept some challenging undertakings. I guess, if I could paraphrase words of one who never hesitated to accept a challenge, Senator Robert Kennedy, "Some people look at the problems in education and ask 'why', I dream of things that never were and ask why not". Thank you.

EDUCATION TURNKEY SYSTEMS, INC.

1660 "L" Street, N. W., Suite 1208

Washington, D. C. 20036

DATE: 09/20/71
PAGE: 1

NATIONAL AVERAGE
COST-ED ECONOMIC FACTOR RANKING
EDUCATION TURNKEY SYSTEMS

LEVEL: ELEMENTARY
PROGRAM: ACADEMIC

RANK OF 25	DATA GROUP	COST FACTOR	REFER.	COST FACTOR VALUE FOR CHANGE IN COST PER STUDENT YEAR			COST IMPACT RELATION	RELATIVE POWER
				1% SAVINGS	INITIAL VALUE	1% ADDL COST		
1	INSTRUCTION	STAFF RATIO	TEACHR	27.9358 :1	27.3000 :1	26.6925 :1	NEG ACC	100
2	CLASSROOM TEACHR	ANNUAL SALARY		8830.1758 \$	9025.0000 \$	9219.8203 \$	POS LIN	95
3	CLASSROOM	PEAK USE %		93.1856 %	100.0000 %	106.8144 %	POS LIN	30
4	CLASSROOM	RAW UNIT RQMTS		30.4779 UNIT	33.0070 UNIT	35.5361 UNIT	POS LIN	27
5	CLASSROOM	UNIT ACQ COST		18.9630 \$	20.6100 \$	22.2570 \$	POS LIN	26
6	STUDENT FLOW	DROPOUT RATE		0.0631 %	1.0300 %	1.9799 %	POS ACC	22
7	PRINCIPAL & STAFF	ANNUAL SALARY		28700.0000 \$	31673.6992 \$	34647.3945 \$	POS LIN	22
8	CLASSROOM	USEFUL LIFE		56.0187 YRS	50.0000 YRS	45.1495 YRS	NEG ACC	21
9	CLASSROOM	OVERHEAD %		54.6237 %	62.5450 %	70.4662 %	POS LIN	16
10	CLASSROOM	BOND MATURITY		17.1317 YRS	20.0000 YRS	22.8683 YRS	POS LIN	14
11	CLASSROOM	INTEPEST RATE		5.4307 %	6.3400 %	7.2492 %	POS LIN	14
12	INSTRUCTION	COMP FACTOR 1	TEACHR	0.1703	0.2005	0.2307	POS LIN	14
13	CLASSROOM	OP COST/UNIT-DAY		0.0027 \$	0.0033 \$	0.0039 \$	POS LIN	12
14	CLASSROOM	FRINGE RATE		6.3534 %	8.7000 %	11.0466 %	POS LIN	8
15	CLASSROOM	MAINT COST/\$-YR		0.0122 \$	0.0171 \$	0.0220 \$	POS LIN	7
16	DIST. ADMIN. STAFF	ANNUAL SALARY		42930.1797 \$	61884.8398 \$	80839.5000 \$	POS LIN	7
17	MULTIPURPOSE RM.	RAW UNIT RQMTS		3.3389 UNIT	5.8680 UNIT	8.3971 UNIT	POS LIN	5
18	INSTRUCTION	OTHER HOUR COST	TOTALS	0.0104 \$	0.0199 \$	0.0294 \$	POS LIN	4
19	PRINCIPAL'S AREA	RAW UNIT RQMTS		2.4830 UNIT	5.0120 UNIT	7.5410 UNIT	POS LIN	4
20	CLASSROOM FURN.	RAW UNIT RQMTS		22.6972 UNIT	59.0800 UNIT	95.4628 UNIT	POS LIN	3
21	INSTRUCTION	BK-AV HOUR COST	TOTALS	0.0023 \$	0.0118 \$	0.0213 \$	POS LIN	3
22	INSTRUCTIONAL EQPT.	RAW UNIT RQMTS		2.5948 UNIT	18.9900 UNIT	35.3851 UNIT	POS LIN	2
23	KITCHEN	RAW UNIT RQMTS		LOW	2.2670 UNIT	4.7960 UNIT	POS LIN	2
24	KITCHEN	USEFUL LIFE		HIGH	50.0000 YRS	15.4312 YRS	NEG ACC	1
25	DIST. ADMIN. AREA	RAW UNIT RQMTS		LOW	2.1500 UNIT	6.7519 UNIT	POS LIN	1

When designing programs, new instructional cost factors most significant \$ contribution look at the program which \$ contribution to determine which achievement to student achievement

If you could reduce average teacher's salary by about \$200, you could nearly double your expenditures for instructional materials or your investment in instructional equipment!

to cut? need budget? you over! Here covered! high-powered! cost-cutters!

DATE: 09/20/71
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NATIONAL AVERAGE
COST-ED ECONOMIC FACTOR RANKING
EDUCATION TURKEY SYSTEMS

LEVEL: ELEMENTARY
PROGRAM: ACADEMIC

RANK OF 25	DATA GROUP	COST FACTOR VALUE FOR CHANGE IN COST PER STUDENT YEAR					COST IMPACT RELATION	RELATIVE POWER
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25	DIST. ADMIN. AREA		LOW	2.1500 UNIT	6.7519 UNIT	POS	LIN	1

ACCOUNTABILITY BY AND TO THE STUDENTS IN COMMUNITY COLLEGES

WALLIS E. COUSINEAU

Accountability as one can define it is "The practice in a democratic society in which individuals or groups display and practice a responsibility to each other in the social, academic or corporate milieu." Student governments are becoming corporations. In order to have accountability between the student, faculty, and administrative structures of the community colleges the responsibility for developing respect, mutual trust, and accessibility between parts of the structural hierarchy rests with each and every individual. The nature of humans is such that the personalities of individuals can be expected to strain relationships and set up barriers to accountability. There must be provisions made at the outset for some means of arbitrating disputes, in such a manner that decisions can be made in spite of people who would like to reverse the process for personal reasons.

The students in the community colleges have never had the opportunity to practice two-way accountability in their previous education. Accountability is a fact of life to most students but two-way accountability must be developed in the colleges in order to answer the questions of the youth of today and to develop the responsible citizens that the "establishment" has the responsibility to educate. As a footnote, as students we maintain that the establishment has this responsibility because they have taken it on and we see the need to continue.

In order to develop two-way accountability the following areas have to be developed.

STUDENTS ACCOUNTABILITY TO THE COMMUNITY

It is apparent that in the past we as students have been held accountable to the community only in the most rigid sense and this normally takes the form of penalties for what is considered by the community to be breaches of socially acceptable behaviour. If the community is to expect socially acceptable behaviour of the students in the community colleges they must also be willing to accept the student participation in the democratic system. Laws in the community are made for all members. In the majority of cases students have had the laws made for them, without the opportunity for participation that other social groups have been presented with.

In Ontario as in other provinces and other jurisdictions where the age of legal majority has been lowered, a great deal of accountability has suddenly been thrown on the shoulders of many thousands of students who it is feared have been ill prepared for the responsibility. We could have prepared them if we had had two-way accountability in the colleges.

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As the community colleges of today enjoy the distinction of being the common factor which can be equated to the group which is the new majority it should then be the responsibility of the students and of the community colleges to make themselves accessible to the community and develop programs which relate to the community.

The students in the community colleges have in most part, I find, established associations to represent their membership and to provide them with social, athletic, and artistic activities. We as students should be providing the opportunity for the community to participate and develop the interaction required for the growth of the community colleges and the community. The day when the students can operate a "closed shop" and expect the other components of the community colleges -- i.e. faculty and administration to meet the needs of the community alone, is long past.

The students should be preparing themselves to become community oriented citizens and in doing so should be willing to participate with the community at all levels in the community aid and development programs.

It is our contention as students, and this basically is Canadian, that great strides have been taken in this direction in conjunction with Canadian Government's Opportunity For Youth Program which has shown that the majority of programs suggested as being of benefit to students were also of benefit to the community. It is important to remember that the success of this program will be judged not only by the number of students gainfully employed but also by the benefits the community derived from the efforts of youth. We as students also see this as the development of 56 millions of dollars in Canada of accountability by the students.

The Canadian Government has taken this opportunity to provide a self help and accountability program and the impact for good social change will be felt for many years to come.

The student in the community college could become involved with the community in various action groups which would be of benefit to all concerned and two examples of these, and they are not all inclusive I may add, are: active membership on community service organizations such as the Chamber of Commerce, service clubs, Big Brothers, Big Sisters, Y.M.C.A. and Y.W.C.A.; membership on community advisory groups to government at all levels whether it be the Youth Advisory Group to the Mayor of the municipality, the local School Board or the local Planning Council. It has been proven to us that the main reason for apathy in the community colleges is the general students inability to see any real benefit from the efforts of the activists and thus the apathy can be overcome if the needs of the students are meaningfully conveyed to the community and the community is willing to act on the requests.

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COUSINEAU...cont'd.

COMMUNITIES RESPONSIBILITY TO THE STUDENT

The community and its leaders have to develop the means by which the students are able to participate in the democratic process in such a way that their contributions are not dismissed as irrelevant as they have been in the past.

The community leaders must be prepared to address themselves to the question of participation by the students. It has been said that "The leaders of the students today could very well be the leaders of the taxpaying, voting public tomorrow." It is further stated that "The attitudes they develop today, and the way in which their concerns are met by those in positions of power will have a major impact on Canada in the years to come." I suggest, gentlemen, that this is true in the U.S. as well. Would the community not be abdicating its responsibility if it did not present these students with the opportunity to become involved. In return it is important to consider the question of community involvement in student government in the community colleges, in order to inform the students as to what the needs of the community are and how the community feels that these needs could be met. It is our thinking that the students should establish an advisory body composed of a number of students representing all facets of college life and a like number of community leaders to meet regularly and examine the roles of each other and in this way identify, develop, and achieve common goals.

It is important that the local news agencies make available to students the space and time which would be required to inform the community as to what the students are accomplishing whether it be in the area of student government or community involvement. We would expect to see the student meetings open to the press and the general public in order to assist us and accomplish the information exchange which is so necessary in a democratic society.

With reference to the community and the community colleges there is no argument as to which came first "the chicken or the egg", the communities are here and the community colleges are part of them, therefore the college students are part of the community and should be as accountable to the community as any other segment of the population. In the same way the community will have to be accountable to that part of the populace known as the college students.

STUDENTS ACCOUNTABILITY TO THE BOARDS OF GOVERNORS

Community college students have in the strict legal sense been responsible to the Boards of Governors. In most cases the very existence of student associations was possible only because the Boards said "There can be a student association in our community college." The students then attempted to put together an organization which is and may always be restricted by the Boards of Governors.

COUSINEAU...cont'd.

The students are or should be charged with the responsibility of conducting the business of their association in such a manner which will not be an improper reflection of the trust the Boards have placed with them. This is acceptable to the students in most cases, as students tend to follow what is considered to be acceptable social behaviour.

The Boards of Governors should be encouraged to appoint students as regular members with a full vote in order that the students can participate in all aspects of college life and take part in all decisions which affect students and their education. The students thus would have the responsibility to inform the Board of any matter which was of a detriment to the college and the community where the Board has the power to act and thus rectify the situation.

The students also could discuss with the Board any decisions which the student association would like to make as a body which would affect the community college and its constituents.

If the students were elected to the Board by the student body and their appointment was recommended to the Board, the Board in appointing them would be involved in participatory democracy in such a manner that the student members would be truly accountable to both the Board and to their constituents.

Boards of Governors have been criticized in the past for the manner in which they conduct their business. We have heard all too often of the in camera meetings of Boards which are the only meetings in which some boards will participate.

What then is the role of Boards of Governors? We would like to think that this is best explained in an address by Dean Curtis of Algonquin College to the Assembly of College Councils of British Columbia in which he states "If we are not to stagnate, council members will have to make public defence of their ways of doing things, and sometimes will have to put their status and their security into a second position, in order to defend the rights and the prerogatives of both faculty and students, when they are improperly under attack from whatever quarter." The way to do this, Mr. Curtis suggests, is to "open the total decision-making process . . . open council meetings, open administrative meetings, open classrooms to be observed by anyone, open systems of hiring and promotion and open dealings with the Department of Education, as well as with the community." We as students maintain that this is more important as it applies to the Board of Governors.

ACCOUNTABILITY TO THE COLLEGE ADMINISTRATION

The students are held accountable by the administration of the community colleges in matters which most often reflect the inability of the admin-

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COUSINEAU...cont'd.

instrators to identify the problems of the students. In a number of cases the administrators apply the regulations which "they" establish in a petty and punitive manner. All too often the administrators fail to realize that they are dealing with young adults and not children. Although, some students have acted more like children but these are a very small number of cases. Hopefully, the question which this puts forward is do you turn children into adults by treating them like children? In the majority of students you have an individual who can be developed into a responsible adult prepared to contribute to the operation of the community colleges by holding an active position in the organization known as the college administration.

It might be of interest to note at this time that according to the directory of community colleges, which I might add has been a source of information for this workshop in the past, in Canada by Gordon Campbell, 1971, there are two community colleges in Ontario which have a support staff-student ratio of 1 to 5 and 1 to 10. These same two community colleges have a faculty-student ratio of 1 to 14 and 1 to 20 respectively. It must be clarified that the support staff-student ratio tells us that there is one president or custodian for every five students in that community college. We must be fair and give them their due - - it is often easier to find the president than the custodian. Students like myself who are taxpayers in the community are coming back to the colleges and will be coming back in greater numbers. There is a move afoot in some educational jurisdictions to have the student pay the entire cost of his education. If that comes about then the student will be the one who will be supporting the colleges and is going to look more critically at the operations of the colleges. I suggest gentlemen, that maybe you should get them involved at this stage of the game, where they have made very little headway in this area and involve them in the process and maybe you could blame them.

We have noted that the most difficult person to locate at times is the administrative member responsible for student affairs.

It should be apparent that the administration has the responsibility to establish the lines of communication which would uniformly provide easy access to the people who sit in the carpeted offices and who cannot understand why the students carry signs, shout obscenities, and rebel against them. If knowledge is understanding and understanding anothers needs is important, then discussing anothers needs with him is balm for the burns of injustice which heals and leaves almost no scar. It is also important that these lines of communication be kept open in order to maintain the feedback which is the requisite of all communications.

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COUSINEAU...cont'd.

The community colleges which have to report to one authority in their respective jurisdictions although they are separate entities, should have a uniform policy throughout that jurisdiction with regard to student participation at the administrative level.

We fail to understand why some community colleges welcome the participation of students in such important matters as presidential search and selection committees while students in other community colleges in the same jurisdiction have no such opportunity. Therefore, we suggest to the community colleges and their governing body that they decide what the student participation is to be in consultation with the students and establish the firm guidelines by legislation if necessary which will enable the students in the entire system to be treated as equals.

Some suggestions are student representation on:

- Councils of Colleges
- Boards of Governors
- Presidential Advisory Committees
- Deans Advisory Committees
- Award and Scholarship Committees
- Staff and Faculty Selection Committees
- Staff Promotion Committees
- Curriculum Advisory Committees
- Student Affairs Advisory Committees
- Etc.

It would then follow if this came about we could at last expect to be able to participate in the Cafeteria Service Committee and have a voice in what affects our stomachs as well as our minds and futures.

With the participation of the students in administrative decisions as a part of community colleges will come a release of frustration the student has had in dealing with community college administrations and will develop the accountability not only in the individual but in the system as well.

ACCOUNTABILITY TO FACULTY

I must note at this time after listening to an earlier speaker this morning. He said, the faculty was part of the establishment. At times we feel they are an establishment. I don't think all times they are part of THE establishment.

The students have always been prepared to be held accountable for their academic records. We feel the faculty has been less flexible in their approach to the same subject. We are not suggesting for a moment that grades should be a negotiable part of academic life but the manner in which the criteria is developed for the college should be decided with student involvement.

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COUSINEAU...cont'd.

The student associations should involve themselves with the faculty associations to a much greater degree. Would it not be more meaningful, if for example, in discussion with faculty in the community colleges, a faculty and course evaluation system was established in which the students could be the contributors in part with constructive criticism being one indication to the faculty for course improvement and professional development.

In the area of faculty accountability to the students it is our feeling that the systems are pretty well established for academic appeal but we find great disparity from one college to another with respect to the mechanisms which a student has to follow in order to question the grades he receives. Our request once again is for uniformity in this area where the community colleges come under one jurisdiction.

ACCOUNTABILITY TO ALUMNI

The student organizations should allow the alumni association of the community colleges to have an active role in the operation of their organization. This would assist the students to ensure the inflow of information with respect to the needs of the alumni.

The students should be held accountable to the alumni in order to ensure that the students do have the best interest of the graduates in mind at all times and thus ensure that the changes which take place naturally in the community college programs are not a detriment to the graduates and their diploma.

The alumni should at the same time be accountable to the students for the manner in which they conduct their association and hopefully, we as students could participate in their association and have some influence on the people who are in the main, the best advertising for a community college diploma.

We, as students, do not want the value of the diplomas to be eroded either by the fact that courses become "Mickey Mouse" or that the community comes to discount our diplomas because of the unaccountable actions of the products of community colleges. The only product of a community college at this time is a graduate. I've come to question this statement myself over the last 2 or 3 days. I think that in some cases there might be 2 products. One is an empire and two is a graduate. I'm not sure which has the most importance in the eyes of some people.

In all community colleges no matter what degree of freedom or responsibility the students have, there are problems which arise which are never satisfactorily resolved. This is usually due to the fact that there is no recourse for the students beyond the administration.

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COUSINEAU..cont'd

In the same context the academic administration tends to protect its own members. Students are no better. They practice a form of protectionism which borders on the ridiculous and further erodes the relationships on a man to man basis whether the man be faculty, administration or another student.

We all know what has been done in the past, we all know what we would as individuals like to see done in community colleges. We, as students, feel there is a need in each community college for a radical approach to problem solving, when an apparently unresolvable impasse is reached between component members of the college community.

We would suggest then that an ombudsman be appointed who is acceptable to all groups which form the community college community. This might seem radical but our experience indicates that there has to be somebody that we can sit down with and use as an unbiased arbitrator. It would then follow that this person could settle the question which is at an impasse as an ombudsman would owe no one group his allegiance.

Community college students feel that "student power and the Canadian campus" will be an "investment in Canadian youth" in such a way that the "schools of tomorrow-today" shall allow the "educational decision-makers" to truly develop "schools without failure".

As Dean Curtis stated further "freedom in every social sense requires the accepting of challenges, the taking up of grievances, and the determination to see that freedom is not eroded. So a college council, on behalf of the total college community, sometimes must take chances, both social and political, in defence of learners, present and future".

May we suggest in conclusion that community colleges take up the challenge which is offered to improve their institutions and truly practice participatory democracy.

COUSINEAU...cont'd.

ONTARIO COLLEGES OF APPLIED ARTS AND TECHNOLOGY -- 1969-70

<u>COLLEGE</u>	<u>STAFF</u>	<u>STUDENTS</u>	<u>RATIO</u>
ALGONQUIN	207	2,910	1-14
CAMBRIAN	153	1,419	1-9
CENTENNIAL	197	1,983	1-10
CONESTOGA	39	933	1-24
CONFEDERATION	50	637	1-13
DURHAM	51	463	1-9
FANSHAW	158	1,432	1-9
GEORGE BROWN	250	684	1-3
GEORGIAN	11	414	1-38
HUMBER	378	1,794	1-5
KEMPTVILLE	30	229	1-8
LOYALIST	51	388	1-8
MOHAWK	154	2,119	1-14
NEW LISKARD	6	42	1-7
NORTHERN	91	552	1-6
ONTARIO	41	1,027	1-25
RIDGETOWN	22	132	1-6
ST. CLAIR	187	1,443	1-8
ST. LAWRENCE	111	1,180	1-11
SENECA	188	2,031	1-11
SIR SANDFORD FLEMING	59	1,003	1-17

Campbell, Gordon - Community Colleges in Canada, McGraw-Hill Company of
Canada Limited.

COUSINEAU...cont'd.

B I B L I O G R A P H Y

GLASSER, William, M.D., Schools Without Failure, Harper & Row

CICOUREL, Aaron V., and KITSUSE, John I., The Educational Decision Makers, The Bobbs - Merrill, Company Inc.

MORSE, Arthur D., Schools Of Tomorrow-Today! Doubleday & Company, Inc.

CHEAL, F.E., Investment In Canadian Youth, The MacMillan Company of Canada Limited

REID, Tim & Julyan, Student Power & The Canadian Campus, Peter Martin Associates Limited

McMILLAN, W.D., Freedom With Responsibility At Norkham

Plenary Conference on Industry - Youth Relations. Industry & Campus - Two Solitudes

SUMMARY OF CONFERENCE

S. A. NORTON

Mr. Chairman, this is not going to be a long and scholarly dissertation, and I do not propose to summarize in detail the work of the conference, but I would like to touch on the general thrust of the conference and maybe catch some of its flavour. In doing so, maybe a few words about each of the main participants in the program up to the present time would be in order. May I say that Dr. Jim Nelson of Lansing, Michigan and I, have collaborated in developing this summary with the exception of this mornings program for which I must accept complete responsibility.

To attempt a summary of a 2½ day conference, particularly a conference of which the general excellence has been of such a high order, requires an approach that can only hope to catch the flavour rather than the detail of what has been thought and said.

The conference was to address itself to the opportunities inherent in the educational assignment by examining the implications of accountability. Mr. Delgrosso welcomed the delegates and set forth the general objectives of the conference. Dr. Schultz of the International Office of the American Association of Junior Colleges, identified the growth of the community college movement in the United States, Canada, Europe and Asia and introduced the concept of future exchange of students and teachers on an international basis. Dr. Leon Lessinger, our main speaker on the first day developed the main thrust of the conference in his presentation on accountability. Dr. Lessinger identifies what accountability is, for whom and for what. There is no ambiguity, about the main thrust. The accountability, for each level of involvement in the college - the community, the board of governors, the trustees, the administration, the staff and the students; for providing and maintaining the environment in which learning can and does take place - guidelines and policies are to be compared, administered and implemented. Dr. Lessinger provided a 7-point action program and left the delegates with the thought that the task of education is not to screen and sort, but to underwrite the development of each individual and to be held accountable for this. Dr. Lessinger visited the 4 discussion groups and participated in the discussions, summarizing his impression of the workshop by indicating his pleasure with the high level of discussion and stating that accountability is or should be everyones concern, and that the concept should be accepted not as a fact to be stored, but as an intellectual tool to be used.

Dr. Joseph Cosand, our banquet speaker, developed a relationship between integrity and accountability and applied the concept to each level of involvement in the college structure. The presentation was a sincere, clear statement of the need for everyone to face the challenge presented to the colleges and to make accountability central to our thinking as we play our several parts in the college program.

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On Friday morning, Dr. Richard Norris, President of St. Clair County Community College welcomed the delegates to his college. Dr. S. V. Martorana presented a keynote address entitled "Accountability at the State and Provincial Level". Dr. Martorana identified the phenomenon that has given rise to the sudden increase of interest in accountability. His five points, identified the commitment that provincial-state levels have in providing a learning environment. His conviction that there is no escape from and no ambiguity in accountability for our actions came through quite clearly. He also described the commitment that the state level authorities have in delivering an effective post-secondary educational experience to that segment of the population that would not be well served by universities, and this commitment provides the base for accountability. Dr. Martorana's presentation was reacted to by a panel of 4. These 4 panelists displayed for the membership, some of the implications in the presentations, and added an interesting thrust that is being implemented in their own particular jurisdictions.

In the afternoon, Ted Zaharchuk commenced by delivering a paper on program planning, budgeting systems and the concept of model simulation as a help in decision-making with particular reference to educational institutional planning. The point was made that the process did not consider quality implications and that it does not make judgements, but that it could be very useful in cost benefit, cost effectiveness analysis.

Dr. A. Gillie presented an interesting paper on follow-up studies. Dr. Gillie made the point that a main concern should be on accountability for what changes actually take place with the student during the period he is under the influence of the college.

Mr. Richard Jordan provided an interesting paper on an innovative structure at Oakton Community College - "Oakton's Approach to Accountability". The paper put the student into the centre of things and accountability suggests that a forthright effort be made to accommodate individual differences. The emphasis on mastery rather than on grades should be central in working with the student to identify and achieve his aspirations.

Dr. Wade Gilley, presented a paper dealing very precisely with accountability. How do YOU measure up - the staff, the student, the president? The thrust in looking at accountability as a tool in advancing each component in the enterprise along to higher achievement was examined. Every day, every week, every month, there should be some indication of an improvement in performance. Performance evaluation was the theme, student learning was the goal. Guidelines for performance evaluation in the words of Dr. Gilley are individual improvement, clearer policies, performance objectives mutually agreed upon.

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Dr. James Davis presented an informal paper on accountability in international relations of community colleges. He pointed out, that by definition, the community college is concerned with providing service to its entire community. Dr. Davis made the case for the enrichment that will manifest itself when a college does provide a service to foreign students, and also suggested 6 ways to involve staff and students in foreign college programs. While the community college is accountable to its own community, there is also an accounting with reference to opportunities available on the national and international scene.

Harold Hughes of the Lambton College staff presented an interesting paper on "Further Education in the United Kingdom". Concepts of day and block release, external examinations and cooperative programs were examined. While the structure of education and qualifications seem at first glance to be complex, we all know, many from first-hand experience, in developing countries, what a tremendous contribution has been made by making acceptable standards of competence and recognized qualifications available.

Dr. Charles Blaschke, talked about performance contracting. The total concept of establishing criteria, resources to be used and achievement levels to be reached based on mutual agreement and cost were presented. The thrust is on achievement and the accounting is direct, based on standardized tests. Experience to date indicates performance contracting can be effective, that there are advantages, particularly economic to school administrators, to local business and industry and to the most important people of all, the students. The concept of risk capital recommended by Dr. Lessinger earlier in our conference seems to be particularly innovative as brought out by Dr. Blaschke. Rather unusual comparison can be made between the concern in the United Kingdom as indicated by Mr. Hughes, with and for the individual student and the manner in which performance contracting addresses itself to this particular matter.

Mr. Wally Cousineau of Confederation College talked about accountability by and to, the students of the community colleges. A need for two-way accountability identified a need for participation of the students in the structuring of the college programs, a need for recognizing the interaction which is generated between the college and the community. This supports the concept of two-way accountability, a need for students on planning boards, so that the legitimate concerns of students can be meaningfully presented and considered in developing services for our future citizens. Mr. Cousineau identified the accountability the students have to the college and the community in presenting a need for two-way accountability. To be responsible members of the college community and the adult community, students must be participants in decision-making. The paper was well received and the response to it would suggest that the paper should receive very wide distribution and attention by people who can do something about it.

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In total, the papers that have been presented have elaborated on the thrust provided in the keynoter addresses and that by any standard of evaluation, the conference must be considered to have been highly successful in meeting its objectives.

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